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ABSTRACT

Presented are proceedings from the first National Conference on Housing and the Handicapped (Houston, 1974) sponsored by Goodwill Industries to develop methods for improving housing facilities for the handicapped. E. Noakes's paper deals with such basic housing needs as homes planned for independent living to which services can be delivered and homes planned for congregate living with appropriate services provided inhouse. Responses to the topic from E. Weinrich and R. LaPierre cite prejudicial attitudes as major problems for the handicapped. Provisions of the Housing and Community Development Act of 1974 are related to the needs of the handicapped by M. Jackson, and responses to his address are given by L. Kirk and K. Arneson. Alternate housing models are reviewed, including programs in Fall River, Massachusetts, and Fargo, North Dakota. P. Roos proposes principles for normalizing the housing for handicapped people, including providing a range of options and minimizing obstacles. E. Fiorito and M. Thompson suggest ways to achieve the goal. Considered by J. Shover are responsibilities of public and private organizations in providing housing, and comments regarding her presentation are offered by C. Gueli and E. Leonard. Listed are recommendations adopted by four conference discussion groups. In the concluding address, A. Adams calls for a coalition to develop a national housing strategy. Included in four appendixes are a list of conference participants and special provisions for the handicapped, disabled and elderly of the Housing and Community Development Act of 1974. (CL)

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PROCEEDINGS OF

# national conference on housing and the handicapped

September 10-12, 1974
Houston, Texas

Convened by
GOODWILL INDUSTRIES OF AMERICA

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**NATIONAL CONFERENCE ON HOUSING AND THE HANDICAPPED:**

**Housing and Handicapped People Developing a National Program**

**September 10-12, 1974 • Houston, Texas**

**Convened by Goodwill Industries of America, with the participation of:**

American Occupational Therapy Association
American Physical Therapy Association
Council of State Administrators of Vocational Rehabilitation
Department of Health, Education, and Welfare
Department of Housing and Urban Development
Epilepsy Foundation of America
International Association of Rehabilitation Facilities
National Association for Retarded Citizens
National Association of Private Residential Facilities for the Mentally Retarded
National Easter Seal Society for Crippled Children and Adults
National Rehabilitation Association
Paralyzed Veterans of America
President's Committee for Employment of the Handicapped
United Cerebral Palsy Associations
Young Men's Christian Association

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**Editor: Eileen M. Lavine**

# FOREWORD

The first National Conference on Housing and the Handicapped was convened by Goodwill Industries of America in an effort to develop ways to improve housing facilities for handicapped persons. Rehabilitation of the severely handicapped is too frequently impeded by the lack of adequate housing. Deinstitutionalization programs have also increased the need for temporary and permanent housing.

This conference resulted from a one-day seminar on housing held by Goodwill Industries in October 1973 for Goodwill personnel, and a meeting in January 1974, attended by representatives of voluntary and governmental agencies concerned about providing housing for handicapped persons. At this latter meeting, it was agreed that this National Conference on Housing and the Handicapped should be held.

Many housing programs have been sponsored by local Goodwill Industries in all parts of the United States. Housing of two types is provided by local Goodwills: transitory or temporary housing, such as dormitory, for persons receiving rehabilitation services and permanent housing for handicapped persons in the community.

Goodwill is confronted with an immense problem to provide housing for handicapped persons with all types of mental, physical and social handicaps who daily receive employment, training and rehabilitation from the 154 local Goodwill facilities in the USA. The lack of suitable housing frequently impedes rehabilitation and employment of the nearly 60,000 handicapped persons served annually by Goodwill.

We are obligated to the many individuals and organizations, both voluntary and governmental, that participated in planning this conference. We trust the conference will stimulate efforts to provide more adequate housing for handicapped persons.

DEAN PHILLIPS, *President*
*Goodwill Industries of America*

## NATIONAL CONFERENCE ON HOUSING AND THE HANDICAPPED

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The Planning Committee expresses special appreciation to the following members of the staff of Goodwill Industries of Houston for their services during and following the Conference:

Rex Davidson, Rehabilitation Director
Dick Moore, Public Relations Director
Teri Dold, Administrative Assistant
Charles Mitchell, Special Representative

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# INTRODUCTION

The importance of providing housing for handicapped persons is being increasingly recognized in the United States. National voluntary and governmental agencies are taking action to meet the housing needs of handicapped persons. The current increased emphasis on rehabilitation services for severely disabled persons, the impact of deinstitutionalization programs, and the prevention of re-institutionalization when housing facilities are not available, has increased the awareness of the need for housing.

A national program of community based housing specifically designed to meet the needs of physically and mentally handicapped persons is essential if rehabilitation, education and social services are to be successful in improving the quality of life for these citizens in our society.

It was the purpose of the National Conference on Housing and the Handicapped to bring together selected persons knowledgeable about the needs of housing for the handicapped and current efforts being made to increase and improve such housing in the United States.

The Planning Committee for the Conference set forth the following objectives:

1) Focus attention on the critical lack of housing for the handicapped and disabled in most communities;

2) Identify the range and nature of housing needed by handicapped persons, including community services to support non-institutional living arrangements;

3) Review currently available financing systems on Federal, State and local levels;

4) Exchange information on present housing programs that might be adapted or used in other communities;

5) Assess the impact of deinstitutionalization programs that increase the need for community housing for handicapped persons;

6) Develop a national program of housing for handicapped persons, including recommendations for future action and legislation to provide community based housing responsive to the needs of handicapped, and explore strategies for implementing such recommendations through unified efforts.

Each participant in this first National Conference on Housing and the Handicapped helped to bring about a better understanding of: 1) the extent of the problem; 2) existing efforts and 3) what needs to be done in the future.

DONALD V. WILSON, *Chairman*
*Planning Committee*

# CONFERENCE PROGRAM

**Tuesday, September 10**

Afternoon:

Opening Plenary Session, Presiding: Dean Phillips
Welcome, William A. Lufburrow

*"What Is the Problem? Whose Problem Is It? How Widespread Is It?"*

Speaker: Edward H. Noakes
Discussants: Ernest Weinrich, Richard A. LaPierre

Evening: STATE OF THE ART I
Presiding: Marie McGuire Thompson

*"Legislation and Financing: Current and Pending Housing Legislation; Financing Mechanisms: Federal, State, Non-Governmental"*

Speaker: Mercer L. Jackson
Discussants: Larry B. Kirk, Kathaleen C. Arneson

Film Showings: "The Surest Test," "He Is Not the Walking Kind"

**Wednesday, September 11**

Morning: STATE OF THE ART II
Presiding, Morton H. Leeds

*"What Is Now Being Done: Alternate Models"*

Highland Heights, Fall River, Mass. — Dorothy Jeffrey
New Horizons Manor, Fargo, N.D. — Seth Twichell
Independence Hall, Houston, Tex. — William A. Lufburrow
Independent Living for the Handicapped, New York, N.Y. — Nicholas A. Pagano, Jr.
Portland Housing Authority, Portland, Ore. — Judith Londahl
Community Living Centers, Farmington, Mich. — Mary I. Wagner

Discussion Groups:

A. *Program Planning:* National, State and Local Levels: Legislation and Financing. Moderator: Richard A. LaPierre; Convenor and Recorder: Dorothy Jeffrey; Resource Persons and Discussants: Rita Charron, William Hughes, Mercer L. Jackson, Rose Lov-

B. *Architectural and Physical Planning:* Barrier-free design, codes and zoning, building standards. Moderator: Edward H. Noakes; Convenor and Recorder: Morton H. Leeds; Resource Persons and Discussants: Thomas O. Byerts, Ralph Flewelling, George Gray, Charles A. Gueli, Jay Lewis Jorgensen, Peter L. Lassen, Ronald L. Mace, Ashot P. Mnatzakanian, Edward H. Steinfeld, Paul Terry, Evelyne Villines.

C. *Community Services Required:* Health, nutrition, recreation, transportation, protective services, chapel, counseling, income maintenance, employment, attendant care. Moderator: Eleanor Elkin (also served as recorder); Resource Persons and Discussants: Barbara Allan, Sandra Leimer, E. Gene Patterson.

D. *Transitory and Temporary Housing:* Special housing required by deinstitutionalization and rehabilitation programs; halfway houses and group homes; use of permanent housing. Moderator: Joseph E. Pouliot; Convenor and Recorder: William D. Harwood; Resource Persons and Discussants: John P. Hantla, Jr., George A. Jaynes, Karen Roseman, Leal Schurman.

Luncheon:
Presiding: Fred J. Kraase

*"Normalization: Implications for Developing a National Program for Housing and Handicapped People"*

Speaker: Dr. Philip Roos

Afternoon:
Presiding: Donald V. Wilson

*"Where Do We Go From Here?"*

Discussants: Eunice Fiorito, Marie McGuire Thompson

Discussion group meetings to formulate recommendations

**Thursday, September 12**

Morning:
Presiding: Philip E. Ryan

*"Responsibility of Public and Private Organizations in Providing Housing for the Handicapped"*

Speaker: Jayne Shover
Discussants: Charles A. Gueli, Edmond J. Leonard

*"Reports and Recommendations: Priorities and Proposals"*
Presiding: Earl H. Cunerd

Luncheon:
Presiding: Donald V. Wilson

*"Housing for the Handicapped: A National Policy and Program"*

Speaker: Andrew S. Adams

# Summary and Recommendations

More than 150 representatives of government and volunteer groups concerned with the needs of handicapped persons participated in the National Conference on Housing and the Handicapped in Houston, Texas, September 10-12, convened by Goodwill Industries of America. The key purpose of the conference was to examine the problem, review what is currently being done across the country, and develop a national program of action to provide community-based housing responsive to the needs of the handicapped.

In opening the Conference, **Dean Phillips,** President of Goodwill Industries of America, stressed the importance of planning in seeking to provide adequate housing for the handicapped to enable them to leave institutions.

"If we are not careful in our planning, we will merely replace the old institutions with new segregated housing that will increase our problems in the future," Mr. Phillips warned. "The lack of adequate community services is a barrier to the reintegration of the mentally and socially handicapped in our society. Careful planning is needed to avoid developing many small institutions with inadequate services that will become new ghettos for the handicapped."

**Edward H. Noakes, AIA,** president of the newly organized National Center for a Barrier-Free Environment, set the framework for the conference by describing the two basic needs in housing for the handicapped: homes for independent living to which services can be delivered when needed, and those planned for congregate living with appropriate services or assistance provided in-house. He stressed the need for handicapped persons themselves and their advocates to take part in decision-making and to insist on their rights, with "concentrated effort and the marshaling of our most persuasive arguments."

Information on the new Housing and Community Development Act of 1974 was brought to the delegates by **Mercer L. Jackson,** minority staff member of the House Banking and Currency Committee and its Housing Subcommittee. Mr. Jackson described in detail provisions of the act pertaining to the handicapped, explaining the emphasis on local decisions, wide latitude as to eligible activities, encouragement of comprehensive planning, and the allocation of grant funds on a basis of measurable relative needs so that long-term programming can be made possible.

Mr. Jackson emphasized that the new law authorizes HUD demonstrations in special design of structures and related facilities for the elderly or the handicapped. "This could be most important to your future success in support of handicapped persons," he explained. "We need to continue innovation and demonstration of better methods in housing for handicapped persons."

**Dr. Philip Roos,** executive director of the National Association for Retarded Citizens, discussed the implications of normalization for housing for the handicapped. He proposed three principles: normalized housing which deviates from normative patterns only to the degree that the needs of the handicapped will be better met by such deviation; plurality, with a number of models to accommodate individual choice and differences in life styles, and minimizing obstacles, both physical and psycho-social ones, so as to maximize the individual's choice and control.

Dr. Roos stressed the need for "continued public information, public education, modification of attitudes, and basically the elimination of the implicit assumption in our society that there are degrees of humanness."

**Jayne Shover,** executive director of the National Easter Seal Society for Crippled Children and Adults, described the responsibilities of public and private organizations in providing housing for the handicapped. She listed as public responsibilities constructing a mechanism for continuous assessment of housing needs, developing channels of communication with the private sector including business and industry, strengthening enforcement of special accommodations by making it a condition of funding and providing adequate funding for research and demonstration projects to test innovative solutions.

"Voluntary agencies must serve as catalyst, motivator, stimulator, communicator, monitor," Ms. Shover stated. "Through its reservoir of advisors for public programs, a continuous, vital partnership can be assured between the public and private sector — both essential dimensions to any housing program for the handicapped."

**Dr. Andrew S. Adams,** Commissioner, Rehabilitation Services Administration, Department of Health, Education, and Welfare, in concluding the conference, called for "a careful national strategy" to be developed through a national coalition recommended by conference delegates, and offered his agency's support and cooperation. Dr. Adams urged all groups in rehabilitation to have direct input into the Federal regulations that implement the new Housing and Community Development Act so

that regulations are drafted in a very positive manner.

He also stressed the need for pulling in many other groups not in rehabilitation but essential in getting the right decisions made, such as city planners, code experts, builders and land developers. Dr. Adams offered a number of specific ways in which RSA would help carry out the purposes of the conference, including encouragement of state rehabilitation agencies to help local housing authorities identify and plan for the handicapped, putting housing problems first on the agenda of the new Rehabilitation Services National Advisory Committee, bringing the conference's findings to the Architectural and Transportation Barriers Compliance Board, giving priority consideration to housing in operational research, demonstrations and training programs, and continuing to disseminate information and coordinate activities affecting the handicapped.

**Alternate Models Described**

In a special session, several participants described what is now being done in several communities in the form of alternate housing models. These included Highland Heights in Fall River, Mass.; New Horizons Manor in Fargo, North Dakota; Independence Hall in Houston; Independent Living for the Handicapped in Brooklyn, N.Y.; Portland Housing Authority in Portland, Oregon, and Community Living Centers in Farmington, Michigan.

Four discussion groups met to examine assigned topics in Program Planning, Architectural and Physical Planning, Community Services and Transitory and Temporary Housing, formulating recommendations for presentation to the final plenary session.

**Consolidated Recommendations**

The following recommendations and proposals were adopted by the conference at the closing session:

The conference participants agreed that immediate action should be taken to:

1. Assess state and local needs for housing for the handicapped and disabled under the community development provisions of the Housing and Community Development Act of 1974.

2. See that statements setting forth housing needed for the handicapped are incorporated into state and local housing plans.

3. Write a letter to the Secretary of Housing and Urban Development requesting that the categories of elderly and handicapped be clearly delineated and separated.

**Long-Term Recommendations**

1. Develop a data information and referral system which collects, analyzes and disseminates information to developers, organizational components of a proposed new coalition (see page 3), and users of the housing.

2. Develop an awareness and public information program on the problem, which sensitizes the entire housing market, including builders, developers, lenders, government, and a student education program especially aimed at architects.

*Members of Conference Planning Committee included, left to right, Donald V. Wilson, Committee chairman; Dean Phillips, president, Goodwill Industries of America, and William P. McCahill, director, governmental activities, National Association for Retarded Citizens.*

3. Help educate handicapped and disabled persons toward the awareness, exercise and attainment of their civil rights.

4. Encourage and support evaluation of research into currently existing housing for the handicapped, including analysis of such factors as costs, benefits, flexibility and adaptability, and hardware.

5. Encourage the use of currently HUD-held and other unoccupied housing for accommodating the handicapped, as part of a major push to get individuals out of institutions and into housing.

6. Develop a compliance mechanism to ensure enforcement of presently existing design codes relating to accessibility.

7. Provide technical support services to state and local groups, and possibly seed money, if available.

8. Notify the Secretary of Housing and Urban Development, and the Department of Health, Education, and Welfare of the coalition's activities, work for better communication on this problem between the two departments, and toward the coordination of *all* service programs aimed at persons handicapped and disabled.

9. Support national health legislation that would include (but not be limited to) attendant care for personal needs, prosthetics, prescriptive medication, psychological treatment, and dental, eye and orthopedic care and equipment.

**New Organization Proposed**

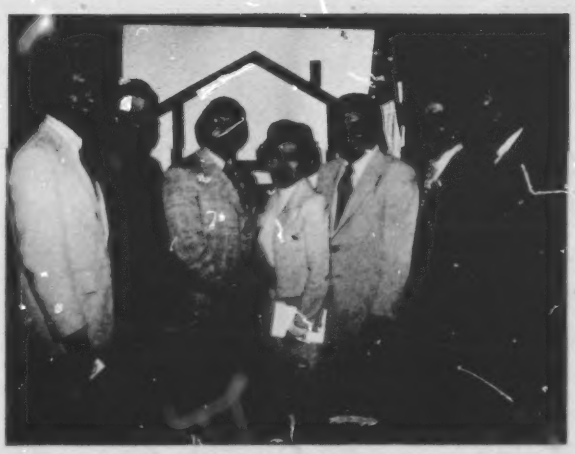
It is recommended that an organization be created to carry out the recommendations of this conference on a temporary basis, and to develop the foundation for a

permanent coalition of all interests working toward improvement of the environmental and living arrangements for the handicapped and disabled. The Planning Committee for this Conference is requested to take appropriate action to initiate the establishment of the proposed coalition.

The proposed coalition of organizations should:

1. be representative of the major interests in the field, and should remain open to all related organizations wishing to participate;
2. focus on the issue of providing a full range of housing allowing for individual choice in order to ensure maximum integration into the community;
3. have a heavy initial membership overlap with the National Center for a Barrier-Free Environment, and should explore common interests, concerns and agendas with the Center;
4. plan for participation by national, state and local organizational elements, in order to carry out the recommendations of this conference.

*Note: The Planning Committee of the Conference met on November 1, 1974 in Washington, D.C., and selected a Steering Committee, with Donald V. Wilson and Susan Weiss as co-chairmen, to develop a plan of action for the proposed national coalition. In accord with other Conference recommendations, a letter was sent to the Secretary of Housing and Urban Development requesting the clear delineation and separation of categories of elderly and handicapped in housing. A letter also was sent to the Department of Health, Education, and Welfare soliciting the cooperation of the Architectural and Transportation Barriers Compliance Board in achieving conference recommendations. Replies to the letters were received assuring cooperation of both Departments with the new coalition.*



*Participants in the Houston Conference included those shown above, left to right, Fred J. Krause, executive director, President's Committee on Mental Retardation; Earl H. Cunerd, executive director, United Cerebral Palsy Association; Philip Roos, executive director, National Association for Retarded Citizens; Jayne Shover, executive director, National Easter Seal Society for Crippled Children and Adults; Dean Phillips, president, Goodwill Industries of America; William A. Lufburrow, president, Goodwill Industries of Houston, and Edward H. Noakes, president, National Center for a Barrier-Free Environment.*

*The Steering Committee met on November 25, 1974, and formed three Task Forces to develop action programs over a six-month period, with a decision to be made at the conclusion of that time on developing a more permanent structure. The three Task Forces will examine legislation, zoning, and an information clearinghouse.*

**OPENING PLENARY SESSION:**
Tuesday, September 10

**Presiding:** DEAN PHILLIPS
*President, Goodwill Industries of America*

It is a pleasure for me, as President of Goodwill Industries of America, to open this conference on housing and the handicapped. Goodwill is happy to convene such a conference, which we believe is the first time that such a national meeting has been called dealing specifically with housing problems and programs related to those problems.

Goodwill Industries is concerned that appropriate housing accommodations be provided for handicapped people. In searching for an ideal goal, an overall objective for our national program, we decided that it should be to improve the quality of life for handicapped people. We are concerned with the rehabilitation of the whole person, not just with vocational training, not just with vocational rehabilitation, not just with job training and job placement, but with rehabilitation which includes, certainly, a decent place for the individual to live, one which is responsive to his needs, which is provided with suitable transportation and with necessary supporting services.

I wish to emphasize that this is a conference on housing and the handicapped. We are interested in all types of housing and all types of handicaps; physical, mental and social. Our interest is not limited to the physically handicapped, for as you all know one of our greatest needs is housing for the mentally retarded and for the mentally ill.

Until recently, too little attention has been given to the housing needs of the non-physically handicapped, and we hope that this conference will give more emphasis to the needs of this group. We must, however, continue our efforts to eliminate physical barriers from our housing and from our environment.

This conference is timely. A great effort is being made in all parts of this nation to enable persons to leave institutions. These efforts are certainly to be commended and encouraged. I have the impression, however, that not sufficient effort has been made to develop adequate housing for these people. We know that many persons remain in institutions because adequate living accommodations and adequate living arrangements are not available.

If we are not careful in our planning, we will merely replace the old institutions with new, segregated housing that will increase our problems in the future. We know the effect on our communities and our rehabilitation facilities of the de-institutionalization programs.

The lack of adequate housing and adequate community services is a barrier to the re-integration of the mentally and socially handicapped in our society. Careful planning is needed to avoid developing many small institutions with inadequate services that will become new ghettos for the handicapped we are trying to serve.

This conference is also timely because of the new Housing and Community Development Act of 1974 recently passed by Congress and signed by President Ford. This Act presents many new opportunities in providing housing for the handicapped. I trust this conference will motivate all of us and the organizations we represent to take advantage of the opportunities that this new legislation makes available. Several persons attending this conference have worked very hard to develop this new law, and we look forward to hearing from them.

This conference is also timely because of the developing concern about the total environment in which our handicapped people live. Although this is a housing conference, we must recognize many related needs such as transportation, employment and recreation services.

Housing for the handicapped has been neglected in the United States. Although many good housing programs have been established in many local communities, the need remains great. Too often, such projects have been established without benefiting from or even the knowledge of similar projects in other parts of the country. We need a way to help us benefit from the experience and mistakes of others.

We can also learn from the experience of other countries which are, in many ways, ahead of the United States in providing better housing for the handicapped. Canada has new efforts in this field, and many of you know of the Fokus Program in Sweden and similar efforts in other European countries — Denmark, Finland, Holland and England.

I regret that available time and resources did not permit us to invite international participation to this meeting, but we must and we will find a way to benefit from the experiences of other countries in providing housing for handicapped persons.

The title of this conference is Housing *and* the Handicapped, not Housing *for* the Handicapped. The word "and" was chosen carefully to emphasize the importance of *the participation of the handicapped themselves* in determining what type of housing is needed.

We all know that a "house" is not enough. Four walls do not make a home. A house is only one part of the total environment in which we live. As the symbol for this conference depicts, too often walls represent a prison for handicapped persons. It is our hope that better housing will serve to remove physical and social barriers and free handicapped persons to achieve their full and rightful place in our society.

# What Is the Problem?

# Whose Problem Is It?

# How Widespread Is It?

EDWARD H. NOAKES, AIA
*Noakes Associates Architects;*
*President, National Center for a Barrier-Free Environment;*
*Chairman, Committee for Barrier Free Design,*
*President's Committee on Employment of the Handicapped*

Congratulations are certainly due Goodwill Industries of America for their initiative in organizing this conference. That we are meeting today, only two and one-half weeks after President Ford signed the new housing bill with its provisions for elderly and handicapped citizens, is a clear indication that they possess an enviable political clout or an exceptional crystal ball.

As I see it, the problem we are to address can be very simply stated: Handicapped people are not thought capable of making out in the mainstream of community life, either by the population generally or specifically by the decision-makers who determine the community's physical plant and environment. When it comes to housing the public, handicapped people historically are not considered a part of that public. Their needs simply do not enter in any meaningful way into the calculations of the developers, the designers or the officials of the various levels of government. The millions of people thus excluded have had to find their shelter somehow, somewhere, frequently in circumstances properly labeled unfit for human habitation.

Our heritage as human beings dictates that the place in which we live, eat, sleep and relate most intimately with others is crucial to our well-being. And that this place, this home, however severe his handicap, makes all the difference in how a person regards himself, his life and his fellows — even to the extent of perceiving himself as a full member of the human race or as something less.

The resolution of this great human problem has baffled us for too long and at too great a cost in wasted and frustrated lives, to say nothing of unnecessary expenditures of both public and private money. It is high time we move it out of the background and place it prominently on the public agenda of the 70's. But in addressing it, let us make no small plans nor listen to timid counsel. There is too much at stake: a real home for the millions of handicapped people who do not and cannot now have one, a home designed for their capabilities and one they have had maximum freedom to choose and to make their own.

The fact that this is the first comprehensive national conference on housing and the handicapped tells us how far we have to go. Before the conference is over, we will have grasped the basic import of what must be done and of how it can be done. But to achieve this great end, there must be a single united drive. We have learned already that working exclusively within our own particular areas of concern and having only occasional, uncoordinated contact simply won't do the job. The multi-disciplinary nature of this forum should be the pattern for future action.

Further, we must address this very human problem with resourcefulness and energy, and in the process we must make the public, together with their legislators and agencies, aware of its seriousness and size. For the most immediate result, our efforts must be structured for maximum effectiveness through existing agencies. We must decide from the instruments available to us which one or which combination bears the most promise for solving the problem before us.

One measure of the scope of the problem is the number of people who would benefit from its resolution. In general terms there are in America today at least 21 million physically and mentally handicapped individuals living more or less independently outside of institutions. This number approximates 10% of the population and includes some 6 million who are 65 years of age or over and more than 11 million between the ages of 16 and 64, with children below the age of 16 accounting for the rest. It is also estimated that some 600,000 now living in institutions could return to their communities if suitable housing and support services were made available to them.

But these are today's figures. Ongoing advances in the fields of mental retardation, orthopedic surgery, biomechanics, rescue systems and gerontology are projected to increase the number of handicapped people steadily. Linked with a declining birth rate, the percentage will grow to an expected 20% by the end of the century. Expressed in numbers of people, this will produce a handicapped population triple its present size.

Housing for all these millions of people will fall into two basic categories: homes designed for independent living to which services can be delivered when needed,

and those planned for congregate living with appropriate services or assistance provided in-house.

The largest single need, and the easiest to fill, is housing for independent living to accommodate the non-institutionalized handicapped adults. Millions of people in this group will be able to find homes in the general housing market when adaptable design is accepted as the standard for all construction. Adaptable housing is, quite simply, a dwelling that can be adjusted at minimum cost to the needs and personal capabilities of the person who will use it. This concept is startingly simple but it is far from being generally recognized by those building our environment today.

The environment that is adaptable to the needs of most handicapped, and that is otherwise undifferentiated from current housing standards, is neither difficult nor expensive to achieve once the designer and builder recognize the need. Starting with a basic, barrier-free space, specific mechanical aids such as grab bars can be added — or removed — as needed. Housing designed to meet these standards would be easier and more convenient for the able-bodied to use and would prove its value when a resident suffered a temporary disability from accident or illness, or when an aging relative came to live with the family. This kind of adaptable housing in every community, representing every price range and type of dwelling present in the area, would give the great majority of handicapped people all the options that everyone else enjoys as a matter of course.

**Developing Standards for Accessibility**

Work has begun at Syracuse University on developing standards that will ensure this accessibility and usability for a wide range of disabilities. We need to make it simple, easy and unavoidable for the designer to apply those standards everywhere. Strategies are being planned now for promoting this program locally and nationally. When all housing is designed to be free of barriers, need for specialized housing should be substantially reduced.

There will always be some, however, unable to function within a totally independent setting, yet capable of leading satisfying, contributing lives within the community provided some service or assistance is available. The group home appears to be one good answer. In a small-scale setting that offers some of the advantages of family living, the frustration or apathy engendered by the institution can be replaced by stimulating, satisfying relationships. Placed in established neighborhoods and designed to be compatible with typical residences nearby, the group home provides an essential bridge to social integration for the handicapped residents. If these homes are also planned for possible conversion to standard residential use at some future date, financing may be simplified. The cooperation of the community is essential to the establishment and ultimate success of a group home and must be carefully nurtured from the earliest planning stages.

Another type of group home may be called for to serve those in short-term rehabilitation and vocational programs. While it may of necessity be on a larger scale, transitory housing can be planned to provide the features of small group living. It is vital that every residential facility for handicapped residents respect the personal requirements of the individual, including private rooms and private bathrooms.

These structures in which we live are the hardware of our communities. The software in the community, the programs and services that the whole population needs (with only occasional emphasis on the handicapped) in most instances can be placed in or delivered to the buildings as programs are needed or organized. We need not wait, therefore, for the development of a full panoply of support services before we tackle the general housing market. Clearly, however, such services must be planned and funded as an integral part of a congregate housing project.

There would be a definite logic in giving a high priority to the general housing market and the simple changes desired there, because the buildings that are being built now are going to be with us for at least twice the length of their mortgage period, or somewhere between 50 and 80 years. The number of people who will live in them over this span of time emphasizes the urgency of starting immediately to influence construction and avoid the costly remodeling that would otherwise have to be faced.

Another high priority must also be assigned to developing techniques for creating a responsive citizenry to endorse legislation, code and zoning changes to provide for adaptable building design and to support new construction, or use of existing buildings, for group homes.

Then, in planning the programs and services for those group homes, we must organize them in such a way that the individual retains maximum control over his own life. We must ensure that the freedom to choose is part of the living and learning process.

The individual can receive assistance when it is required, ranging from delivery of appropriate health care through homemaking and personal assistance; vocational training, employment counseling and placement; legal assistance and citizen advocacy programs, and accessible and usable transportation. The list could go on, but the significance is clear: the availability of services is crucial to community living for many handicapped citizens. It is worth noting, however, that these services are needed by many segments of every community's population and need not be looked upon by the providers or the consumers as special care for a special category of people, the handicapped. The road to social integration is marked by the absence of such labels, and social integration is the goal of the housing and related programs we are discussing.

If they are to be successful, all of these programs and the community itself must be designed for and dedicated to promoting independence and fostering the development of both desire and capability to move out into the mainstream of community life.

**Guidelines for Integration**

This concept of integration, indeed submersion, into the community is embodied in the principle of normalization, which has been explored by Wolf Wolfensberger, Beatrice Wright, Philip Roos and other leading psychologists and rehabilitation professionals. Applying the normalization principle to housing provides some basic guidelines that are pertinent: in appearance, housing should be conventional; in size, special facilities should congregate no more handicapped than can be absorbed by the community; in choosing locations, neighborhoods near the hub of the community are the most useful in terms of integration opportunities; in providing services, normal community channels should be used to as great a degree as possible.

A variety of implications must be considered. For example, Wolfensberger has pointed out that it is a mistake to place young handicapped individuals into a facility predominantly housing the aged. In the public mind, elderly people have reached a point of reduced or even closed life options, and forcing handicapped residents into their company gives the young disabled a connotation of end-of-the-road hopelessness.

The fact is that the handicapped community is not a monolithic, faceless crowd. Instead, it is a cross-section of our population, with all levels of income, education, talent and genius represented in its ranks. All personality types are included and all possible ranges of interest. In planning for them, there should be as much latitude for diverse life styles as in planning for the community as a whole.

There is clearly a need for the consumer to be at the bargaining table when community decisions are made. Because their needs are not generally known to the planners, consumer input is essential if we are to develop an environment in which they can live on equal terms with their fellow citizens. Being involved in the planning process and the act of decision-making is one more way of bringing them into the mainstream.

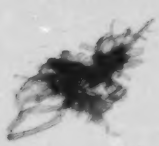
This is a broad indication of the problem. We will have to enlist the cooperation of all existing decision-making institutions to solve it. To go on talking to those already convinced is not going to make any part of the problem disappear. We must secure the support of the whole political, construction, financing and design system that produces America's housing.

But the problem is also a result of the tendency of the consumer and his advocates to be quiet and undemanding. People who live with handicaps have until recently been unwilling to make demands that match the dimensions of their need, or to point out the ease with which those needs can be met.

Other bypassed groups have succeeded in being recognized as belonging in the mainstream. Take women, for instance, a very oppressed group. A short while ago the Wall Street Journal reported on their impact on major industry. When the first woman filed suit against the Celanese Corporation under the Equal Employment Opportunity Act, the case was assigned to a member of the company's legal department who happened to be female. She promptly filed her own suit, and the upshot of the activity is that the company expended about $300,000 on legal fees connected to equal opportunity litigation. It is generally recognized, however, that once these cases have been settled, the cost to the company of meeting the demands called forth by equal opportunity will be negligible.

We can anticipate a similar pattern in our effort. At the outset, there will be considerable opposition but it is doubtful that it will be either impregnable to persuasion, or blind to the logic and simplicity of the appropriate means for meeting the needs of handicapped people. We should be prepared for this kind of stressful situation and plan our steps accordingly. It will require concentrated effort and the marshaling of our most persuasive arguments.

The parallel with other movements for equal rights and opportunities is real, yet with an added dimension. For the handicapped individual, it is not simply a question of having the freedom to move into the neighborhood of his choice — it is a question of finding a house he can live in anywhere in town. To change this situation is worthy any amount of labor, because the results will free so many people to find the home they want and to live in it with dignity and independence.



# Discussants

ERNEST WEINRICH
*Coordinator, Planning for Long Term Services,*
*United Cerebral Palsy Associations*

I would like to share with you some principles that have formed my own thinking about living arrangements for the handicapped. I think we ought to talk about living arrangements and not housing because there are all kinds of living arrangements, and housing to me still has a connotation of warehousing.

These living arrangements should be community-based and should be non-institutional structurally, both physically and organizationally. The environment should encourage normal functioning. No longer should a living arrangement for the handicapped be thought of as a last resort. We are trying to develop alternatives so individuals with special needs can make choices as to their life style when they wish to and not because they are forced to.

Supportive programs should be the least routinized possible. The living arrangements should be small enough to become part of a community and not be segregated from it. When you have a large number of people who appear to have the same kind of or similar characteristics, they isolate themselves and the community forces isolation upon them unless preventive steps are taken.

The program ought to be publicly funded as much as possible and privately directed. There are a lot of reasons for that, one of which is to involve more people with handicapped persons in planning such a living arrangement. We have to change our attitudes a little bit. I don't think we are "sold". I think there are too many kinds of situations that we can point to in this country where professional people and volunteers interested in working with disabled people don't share the idea that appropriate, livable, comfortable living arrangements are a right and not a privilege.

All programs, all living arrangements should be based on the developmental concept. That is, that the program should provide opportunities for the participant to learn increasingly complex skills to have more control over himself and his environment.

The other thing that we agree on is that living arrangements should increase the process of humanization and not decrease it. And I am talking about not only moderately handicapped, but severely handicapped people.

Part of the problem is that even we have to be "sold" if we sometimes think that severely handicapped people can do less than they really can if we all work together to allow them to use their own resources. Often we assume things for which we have little data. We have to stop worrying about numbers and studies; we have to go into action and plan with the handicapped people the kind of living arrangements they think are appropriate.

We have to include in the delivery system three very important items, so that we will be able to use more of what is available than we are now using:

First, transportation. We might be better off or as well off in some situations, if we spend more money on transportation so more people would be able to use available housing.

Second, adapting existing housing for the handicapped.

And, third, we need a partner or an advocate to gather all of the resources available so that a disabled person can use the existing facilities.

Now I want to share with you two or three things which demonstrate to me that we have to be "sold."

One of these factors is society generally — and we often don't relate society to the handicapped — they are separate, you know, they don't belong. The family is changing in society. The function of the family is different, the makeup of the family is different. For example, there are younger and younger marriages. There are no longer two and three generations living in one household.

It used to be that when the young parents were having some difficulty with growing up, Grandma and Grandpa were around to give them stability and to give the grandchild a consistent basis. That isn't happening anymore. There are more and more one-parent families.

No longer do we think that an individual has to live at home. He has a choice. But what we still think, by and large, is that the handicapped person has to live at home. We are just beginning to change that. That's one difference that you and I ought to accept about the changing family.

We also ought to accept that in society generally — and we are fighting it — the handicapped person is still a second-class citizen because he doesn't yet have choices. We still want to take care of him. One of the reasons for our prejudice, as far as I am concerned, is that we don't want to put up the money.

There is one change in that direction, interestingly. We are beginning to allow — and I use the word "allow" carefully — the handicapped person receiving money from Social Security to spend his own money. We are now giving it to him so he can pay the rent. I hope this is progress. We are giving with one hand and taking it away with the other. If he is living with another person, he doesn't get the full amount; he only gets two-thirds. If two handicapped people live together, they are deducted by two-thirds, at least in New York, and we ought to change that as well.

We are still pretty paternalistic toward handicapped people in most situations. We are also prejudiced in very real terms. This paternalism and prejudice interfere with allowing us to work with disabled people so that they can really reach their potential. Even when we come up with a good idea, we don't go all the way.

One example: I know of a group home that has been

developed in a very interesting and imaginative way, on one floor of an apartment house. But the agency didn't go all the way. They went out and bought the furniture for the people who were going to live there, and one apartment looks exactly like another: clean, well-structured furniture, but each exactly like the other. I checked it out with the architects and decorators, and it really wouldn't have cost any more if each individual person had gone out and bought his own furniture.

The other thing that prejudice does is that it interferes with the thinking about the potential of people. We have an affiliate that has a pretty good sheltered workshop employing severely handicapped cerebral palsy people, and their biggest contract is packing fish hooks. I couldn't in my wildest imagination imagine severely handicapped, atheroid people packing fish hooks. This was my own prejudice. But they do it and do a good job because they were able to adapt the equipment to suit the individual.

So, prejudice really didn't allow me to understand the potential of other people, and I have been working in this field for a long time.

Finally, I would like to indicate a concern of mine as I travel around the country. If we are not careful, we are going to do the same thing with creating living arrangements that we did 50 years ago. Every time we went into a new program and we needed schools, we started a school without really thinking through how to do it. We did the same thing with "P.T." and "O.T." and rehabilitation; we didn't think it through. We are really not going to use the kind of creativity we have unless we allow ourselves to structure what we do in a way which is new and different and imaginative.

Some time ago, I had the pleasure of listening to Norman Acton address a Rehabilitation International meeting in Tel Aviv. He called the 70's the decade of rehabilitation, and he indicated that perhaps what we need in order to push along the whole process of rehabilitation is a series of small revolutions to develop procedures to promote more rapid growth. Because we are all interested in living arrangements for the handicapped, and it is new, we ought to think — if you are afraid of the revolution, at least speed up the evolution.

A few months ago, I was speaking to a local conference on housing and I wanted what I thought would be a good finish, a little bit different. I had indicated the same point about the need for small revolutions and some creative thought, and I had just seen on somebody's wall a note about the last statement of "Purlie."

"Purlie" was a Broadway show in New York City about a black minister in the South, around the turn of the century, who is leaving his congregation. He comes to the last part where he is talking about brotherhood and prejudice and about revolution, in a sense, and being creative and allowing ourselves to be recognized for what we are.

He ended up with these four lines, and I would like to share them with you. He steps up to the front of the stage and says to his congregation:

"Now may the Constitution of the United States go with you,
The Declaration of Independence stand by you,
And the Bill of Rights protect you,
And may your own dreams be your only boundaries, henceforth, now and forever."

RICHARD A. LAPIERRE
*Executive Director, Easter Seal Society for Crippled Children and Adults, Worcester, Mass.*

I will address myself to some of the things which I think need reinforcement. Two years ago, I served on a Consumer Involvement Task Force of the National Rehabilitation Association. This group was composed primarily of consumers, most of them very severely disabled; and they made a "laundry list" of those things which they felt were the biggest problems facing the disabled.

The number one thing that they all agreed to was that the biggest problem facing the handicapped is the attitude of professional people toward the handicapped, whether they are clinicians, builders, people involved in zoning and group planning, or whatever. I hope that during this conference we will try to understand and correct this attitude problem. Unless we change attitudes, we cannot change the housing or any other problems of disabled persons.

I also want to take this opportunity to invite all of you to Boston for the Bicentennial. The Easter Seal Society has just received a grant to study the Freedom Trail and related historical sites to find out what has to be done to make them accessible.

Robert Lynch, an architect from Massachusetts and a participant in this conference, and I were discussing the problems that disabled persons are going to face when they come to Boston when they try to get into some of the historic buildings, ride the Boston subway or obtain accommodations.

We received the grant for two reasons: first of all, we want to make sure those coming to Boston will have access to historic buildings, transportation and accommodations; and secondly, we hope we can take advantage of this opportunity to develop a prototype which can be replicated elsewhere. We would like to share the results with you.

Ed Noakes kept emphasizing that we must make buildings so that they will be livable, that human beings are going to be living in them. I believe he was referring to the life cycle needs of the disabled. Although I know that we are not supposed to dwell on transportation, medical care and other services because this is a housing conference, I really don't think you can separate services and transportation that people are going to need from the housing problem.

We cannot study housing without studying transportation, recreation, jobs, shopping, medical care, and other services the handicapped may need. These are all part of a life style, and housing is only one part. In fact, some of us felt that one of the deficiencies in the request for a contract from HUD concerning the development of standards for housing were that they were too hung-up with the "grab-bar syndrome." I think we are beyond that. I think we are looking at adequate housing as something more than just removing barriers.

I would like to underscore the need for consumer involvement. Ed said, "as we plan for them." I really feel that the handicapped have got to take a leadership role here and ask us to sit down and plan *with them*. I hope that this is one of the things we will do during the next few days — try to provide for more consumer involvement right at the initial planning.

Ed said that he didn't feel that the handicapped needed any more services than, perhaps, other people needed. I would suggest that perhaps when you take a large number of handicapped people and house them in a complex, you are going to find they are going to need services that are going to be greater in depth and demand than the non-handicapped population.

Studies have shown that handicapped people who live in the community, even though the living arrangements may not be ideal, are sometimes taken care of better than those in specialized housing. They may be living in a fifth-floor walk-up and be isolated, but the neighbor, the kid down the hall, the family physician who lives in the neighborhood — somehow or other, all of these people tend to rally round and assist them.

When we uproot the handicapped or the elderly and put them in housing specially designed for them, we are disassociating them from their neighborhood and their friends, and the community is going to have to make a commitment to provide them with assistance if we build new specialized housing.

"Center Park" in Seattle is an excellent example. Here is a barrier-free building way out in an isolated area, and the community has just about turned its back on the disabled residing there. These people are living without the kinds of services many of them need.

Incidentally, in two different studies that I have seen on housing needs of the handicapped, the need for transportation — and I want to emphasize that again — was listed by 35 percent of the people in two different samplings. Both samplings done in Massachusetts by different groups represent over 500 subjects each. One study showed 32 percent and the other study showed 35 percent listed transportation as a bigger or as big a problem as housing.

We talked today about the new law that President Ford has signed and what it may or may not do for housing. Evidence has shown that the Federal Government has passed laws requiring the removal of architectural barriers, yet in spite of that, the law has been violated. In Iowa a study showed more than 30 federal buildings have been built in violation of federal architectural barrier laws.

We did a similar study in Massachusetts. We studied buildings which have been built in the last five years since we had what we thought was a model architectural barrier law, and we found there was a considerable amount of disregard of the law.

Fortunately, we were able to introduce new legislation. We have a new Architectural Barriers board, and Bob Lynch is chairing it. The new board now has "teeth" and is effective. So merely passing legislation without doing something with it is not going to solve the problem.

Deinstitutionalization or normalization is something to which we have to address ourselves. I am very much afraid many of us are planning our housing programs or our other rehabilitation programs for the handicapped around the needs of the disabled in the 50's and 60's. Once model educational laws and other activities aimed at normalization are enacted around the country — and handicapped children will be required to attend public schools with non-handicapped children right in regular classrooms — we are going to find, over a period of years, these people are going to become an important part of society.

Therefore, before we start planning for housing in the future for the handicapped — for specialized housing — we ought to do it with the understanding that this normalization and mainstreaming is with us, and we ought to be planning housing around the needs of the handicapped in the future.

One of the things we have seen in studies that several of us have conducted or have participated in is that there is a vast difference between the number of people needing a service and the number of people who avail themselves of that service. The number of people whom we identify through demographic studies as candidates for specialized housing and the number of people in the same population who will accept some kind of a new housing arrangement are quite different, particularly if those people haven't had an opportunity to plan for the housing that they are expected to occupy.

I have a fear that we are talking to ourselves again here today — very reminiscent of the meetings many of us attended concerning architectural barriers in the late 50's and early 60's where all the "do-gooders" sat around and said, "This is what ought to be done," and we all went home and there wasn't a problem solved.

We have to get to the decision makers — the people who make and pass laws, the people who design buildings and finance buildings, the people who write codes. These are the individuals whom we have to convince, once we have the facts straight and "the ducks lined up;" because unless we do that, nothing will change.

Perhaps we can suggest that out of this conference might come the beginning of a national consortium or national coalition which would concern itself with not only the housing needs of the handicapped, but plans and strategies for overcoming them. I would certainly feel if this were something that were developed here, it ought to include, first of all, consumers in large numbers, it ought to include public and private agency

representatives, and the decision makers — the people who are going to come up with the answers, the architects, the legislators, the financiers, the realtors, so we could develop and implement an effective national policy concerning housing for the handicapped.

**Excerpts from Question Period**

Discussion centered around the suggestions that housing should be in the community and designed so that any handicapped person can live in any house or apartment in any part of the community. Problems cited by speakers included the difficulty of immediately building or adapting housing, and the expense of new housing for disabled individuals who most need it. It was suggested that subdivisions and large housing complexes in the suburbs provide a few units to accommodate young handicapped professionals with children and Viet Nam veterans eligible for VA financing.

Several speakers stressed the need for building public buildings without architectural barriers. Lyal Schurman of the Houston Housing Authority pointed out that the old City Hall there is inaccessible to handicapped persons for working there or going there for services, but the newer Annex across the street has long sloping ramps and capacious elevators.

Robert Harris, rehabilitation psychologist at the University of Kansas, referred to new large public facilities that are still being built without grade level entrances and with other barriers, citing a medical center addition in Kansas in particular. What is needed, he stated, are "implementers," people with disabilities who will go out and get court injunctions to enforce the laws barring such construction. He urged "stronger emphasis on the human rights of people with disabilities. They have to stand up for their rights just like women and Blacks have, and that's really an important change that needs to come about."

Nicholas Pagano, of the New York Mayor's Office for the Handicapped, emphasized that to develop a national housing policy, "we can't sit around and talk about ourselves; we are not the people who are going to be in the decision-making element in developing housing for everyone. We have to get involved in other national housing groups, tenants rights groups if we are tenants, whether we are disabled or non-disabled, and those of us who want to be consumer advocates for people who are physically disabled have to speak up for them . . . I would hope it would come out of this conference as a national policy that says we want to be a part of the whole national scene and national environment."

## State of the Art, I

**EVENING PLENARY SESSION:**
*Tuesday, September 10*

**Presiding:** MARIE MCGUIRE THOMPSON
*Consultant, Housing for the Elderly and Handicapped*

This afternoon, we heard from Mr. Noakes and the discussants some of the issues that surround the state of the art in the United States related to providing housing for users who are not in the usual housing market.

This evening we are going to talk about legislation. It was very fortuitous, indeed, that this conference was called just three weeks after the President signed a comprehensive housing bill, the first in four years.

Within that bill, we have a unique opportunity to accomplish at least some of the goals that you and I are dedicated to. Whether these goals are accomplished is dependent entirely on what we do through combined efforts and what we do back in our local communities in relation to the authority provided in this legislation.

I would be less than realistic if I didn't say it also depends on the appropriations yet to come, when and whether, and to what extent they will be implemented before the Congress adjourns in November for the election.

Also, achievement of our goal depends on the kinds of regulations HUD issues interpreting the legislative intent which, in turn, depends on how careful we are, careful in watching the Federal Register, and our response if we disagree and feel perhaps they are too limited or don't quite do the kind of job we want and need.

It seems to me there is one thing this audience must take home, and that is the will of the Congress that some ten million dollars of demonstration monies will be available, apart from the regular appropriation for research, to be used specifically in demonstrating the kind of housing programs that we need for users who, for the most part, have not been in the housing market and have had little choice or little opportunity to participate in it.

As I read the legislation, it seemed to me this was a most thrilling breakthrough. What it says is if those interested in special kinds of housing really get to work and are really in earnest, here is your opportunity to demonstrate exactly what you want and what you think is the best kind of housing, not by great reports and papers, but by actually building or acquiring the housing and setting about doing those things that have to be done to achieve a comprehensive housing program.

This organization or whatever coalition of organizations that might emerge from this conference, must start to delineate precisely what kind of a housing program we want for the groups we represent, demonstrate that it is workable and economically feasible, and determine what services are needed, when they are needed and how they will be financed. The services component is the starting point in planning special user housing, not the last or later consideration.

# Legislation and Financing

MERCER L. JACKSON
*Minority Staff Member, Banking and Currency Committee and Housing Sub-Committee, U.S. House of Representatives*

I am very pleased and honored to be with you and to be a part of your conference.

In addition to my own personal interest in your subject, I have the pleasure to work for a gentleman of vision and proven ability who strongly shares your concerns for our handicapped citizens. I refer to a man who would dearly enjoy being here if he could — Congressman Bill Widnall of New Jersey. He is not with us because he is involved in the President's Summit Conference on housing which will get underway tomorrow in Atlanta.

Although a great number of people have been involved, Mr. Widnall's original and sustained efforts in the drafting of the 1974 Housing and Community Development Act have provided many landmark provisions for handicapped persons.

It carries no banners for the handicapped. It is more frequently touted as a giant step in federal housing and community development legislation. And the provisions relating to the handicapped are scattered throughout the Act, like afterthoughts.

But you should know that a great number of those provisions were taken from a bill introduced by Mr. Widnall which was entitled the "1974 Housing Act for the Elderly and the Handicapped." They were written into the House bill amendment by amendment. The final one, the modification and reactivation of Section 202, Direct Mortgage Loans for the Elderly and the Handicapped, was only accepted when it was offered on the floor of the House by Mr. Steele of Connecticut.

I am pleased to acknowledge and credit Mr. Widnall's hard work and hope you will also be pleased at what you see in the Act. The final measure, of course, will lie in the results — and results will be determined by people such as you who will translate statutory authority into action.

I intend to dwell heavily on the Act as it pertains to the handicapped. In order to gain the best use of your time, I will offer general explanations at this time and leave the details as matter to be covered later in the working sessions. Let's take an overview of the Act and then get down to specific areas.

If the Act has a central theme, it is a desire to return authority and resources to responsible and accountable local officials. Throughout the Housing and the Community Development titles of the Act, you will find the emphasis on decisions at local levels, wide latitude as to eligible activities, encouragement for comprehensive planning, and, the allocation of grant funds on a basis of measurable relative needs so that long term programming can be made possible. To the extent of practicality, categorical grantsmanship is replaced with a needs formula.

Most important for this conference, the Act seeks to tie housing programs to community development and public service programs.

In turn, the Housing Assistance Program seeks to avoid the pitfalls of the past by shifting away from federally supported projects which, in many cases, have served to concentrate poverty and intensify social ills. The new emphasis will be placed on housing assistance for low income families through the use of available and prospective housing supplied in the traditional housing market place.

**Provisions for Community Development**

We will see parts of all of this as we look at these provisions which pertain to the handicapped. First, the Community Development title.

For the first time, Federal funds may be used to remove architectural barriers which impede or interfere with mobility of the handicapped. It is hoped this will open new horizons of opportunity for handicapped persons. It is a direct response to problems many of you have brought to public attention.

Such funds may also be used for the construction or acquisition of neighborhood facilities and senior centers. I feel safe in the interpretation that service and activity centers for the handicapped are included in that provision.

Under certain circumstances, a locality may extend loans to private individuals for the purpose of rehabilitating a private residence. Subject to local interpretation, such rehabilitation might be encouraged as a means for making such a residence compatible and accessible to an occupant who suffers a handicapping condition. I offer this as a possible opportunity in such unique situations.

For the first time, localities desiring either community development or housing assistance funds will be required to assess the housing needs of low income families, including those of the elderly and the handicapped. There follows a logical assumption that housing assistance will be provided in equity among the various categories. In the case of the elderly and the handicapped, the conference report on the Act states that

intent that at least 20% of the available housing funds will be used for such persons.

This assessment of housing needs for handicapped persons should also provide, as a bonus, a badly needed census type data concerning such persons in each locality. Identity of conditions and needs is, after all, basic to any undertaking for handicapped persons.

The mandatory community development and housing plans also carry the requirement that citizen participation will be assured in the development of such plans. Here is an opportunity for the handicapped to be heard on important issues. I suggest that the participation of handicapped persons and their advocates in these matters is a crucial first step. They must be recognized if they are to find benefit in this new program.

**Landmark in Housing**

As we turn to housing programs, you will find that — for the first time — specially designed projects for the handicapped or the elderly must be planned in mutual support with state and local planning for comprehensive services support for such persons. This in itself is a *landmark* for it brings together Federal, state and local resources in housing, service, and support programs for the aged and the developmentally disabled. This should provide a bridge of actions at several levels of Government: a bridge between Congressional committee jurisdictions, between Federal agencies and between the various state and local agencies which are concerned in these subject areas.

I believe that the advocate has a clear call to action in these general authorities. I see certain actions which seem to be prerequisite to, or at least companion to, the actual pursuit of housing for the handicapped. I know that you will agree that housing for the handicapped means more than just safe and sanitary shelter.

Now I will concentrate on housing. Let me emphasize that, in the main, I will be speaking of special multi-family rental projects. I hope you will understand that I am not endorsing this type of facility over any other. I am aware of certain objections to isolating the handicapped in special designed projects and to the past practice of mixing young handicapped persons with the elderly. These are matters I must leave to the judgment of the professionals and to the choice of the prospective occupant. The Act actually offers a complete range of housing choices and you will be able to use it in many ways. I will emphasize the special multi-family project only because it seems to interest the greatest number of people and it serves to illustrate how service and support resources can be brought together by this Act.

The Housing Assistance Program of the future will be referred to as Section 8 of the 1974 Act. Out of roughly 400,000 units to be assisted by this Act, approximately 300,000 will utilize the authority of Section 8. The balance is reserved for public housing programs and for Indians.

Section 8 is a leasing program, taken from one called the Section 23 program, wherein HUD will set upper limits on acceptable rents — called fair market rents — and contract with owners either directly or through a state or public housing agency to permit occupancy by low income families on a rent subsidy basis.

A low-income family is one with income less than 80% of median income for the geographic area. The figure will be set by the Secretary of HUD after consideration of economic and other factors, and it will be graded to provide for differences in income required between large families, four person, three person, two person and one person families.

**Definition of Eligible Handicapped**

A low-income family, eligible for assistance, may include single persons age 62 or over, single handicapped individuals as defined in Section 223 of the Social Security Act or in the Developmental Disabilities Act of 1970, and those with other enduring handicaps which substantially impede independent living. It includes two person or larger families where either the head of family or spouse is so qualified and it may include two or more unrelated persons qualified by age or handicap living together or living with another person who is determined by the Secretary to be essential to their care or well being.

This expanded definition of the elderly and the handicapped is directed to group homes, to shared living, to alternatives for residence in nursing homes, and to cost-sharing arrangements.

The starting point for Section 8 assistance is the establishment of a fair market rent for typical dwellings, high rise, low rise, single family and multi-family, those in existence now, and those to be constructed or substantially rehabilitated. According to Congressional intent, as stated in the House report on the House bill, a separate and distinct fair market rent will be set for units in projects specifically designed for the elderly or the handicapped. I will touch on this in a moment.

Fair market rent is intended to include all costs, just as it does in any conventional dwelling. Maintenance, utilities, management, taxes, owner's risk, etc., are all to be included.

In all cases, tenants will be selected by the owner from those certified to be eligible. Tenants will lease from the owner with the understanding that a certain percentage of their gross income will be paid directly to the owner and the balance due for the fair market rent will be paid by HUD either directly or through a contracting associate.

Tenant's rent will be no more than 25% of gross income and, subject to special allowances set by the Secretary for large families or those with exceptional medical expense, may be not less than 15% of gross.

Except for projects specifically designed for elderly or handicapped persons and projects involving fifty dwelling units or less, the Secretary will give priority to leasing which includes only 20% or less of the units in any one project. This procedure is encouraged for general categories of low-income families as a means of

avoiding concentrations of poor people and to enhance the living environment for all.

**Special Projects Encouraged**

But, this is not necessarily best for the elderly or the handicapped. The advantages of providing social and service needs for such persons by use of special projects are well recognized. Such projects are not common in the general market place at any price — and they are therefore encouraged in this Act.

Ideally, a special project would serve the elderly or the handicapped of all income levels, but only those below 80% of median income would receive housing assistance. This is an important feature in the Congressional design of Section 8. There are no occupancy or income limits for persons or families who do not receive Section 8 assistance. There are no guides or limits on mixing elderly, handicapped or general families. These are left to local discretion. That is not to say, however, that professional guidance should not be pursued in such determinations as they involve the elderly or the handicapped.

However, the Congress also recognized that special housing needs for these special groups extend to a range of many different, special facilities and services. To obtain these in appropriate variety of need, the new program requires that a specially designed project for the elderly or the handicapped be supportive of local (state) comprehensive service planning for such persons and that the project be appropriately supported by such services. Thus, the intent is to *build in* necessary related facilities and services for the project residents, but to make maximum use of community-based facilities and services. This would theoretically give the best return on the housing assistance dollar and extend assistance to the greater number of families.

But we must not create half-way projects either. We know we will be in financial shortfall of our actual needs for an indefinite period, and we simply must do the best we can for those receiving this assistance. This provision is a major step in that direction.

This is not to say, however, that a special Section 8 project might not be planned or located in proximity to local service facilities or activity centers — paid for through other funds — so that a mutual benefit might derive to the project and the community.

**Related Facilities Included**

Let me anticipate a question here — the definition of "related facilities" which can be included in a special project covers "cafeterias, dining halls, community rooms, or buildings, workshops, infirmaries, or other inpatient or outpatient health facilities or other essential service facilities. . ."

As I mentioned earlier, fair market rents for these special projects must be set separately from other categories of dwellings, because the addition of related facilities brings higher rental costs for such projects.

Consistent with the provisions I have mentioned, the Act requires the Secretary of HUD to consult with the Secretary of the Department of Health, Education, and Welfare concerning these special projects. Quality design, sensitive management and comprehensive services are very important to the special project. The Congress did not want HUD to move into professional support areas properly relegated to HEW. Neither did it want to risk mishandling or nonsensitive management.

As you know, the Secretary of HEW exercises regulatory and review authority over state planning for the aged, nutrition programs and those supporting the developmentally disabled. The Congress intends that this consultation will yield HEW and HUD regulatory practices which will ensure the necessary safeguards of comprehensive service and continuity of operation in special projects.

A brief summary may be helpful at this point. The new housing assistance program offers aggressive support for housing for the elderly and the handicapped. It offers to serve the very lowest of income levels at affordable rents, in settings that range from fully independent living in so-called standard units to the other extreme of a full service housing complex which may be carefully designed and operated to accommodate specific or varieties of handicapping conditions — in an environment of acceptable participation within society. Such special projects may also accommodate moderate incomes and above, at no added cost to the taxpayer.

In theory, Section 8 seems to provide latitudes reaching for the ideal in service to a wide range of handicapping conditions.

**How to Get Assistance**

I hope I have now set the stage for the question: "How do we get this assistance?"

Reserving the right — as they say in the Congress — to revise and extend my remarks — I will jump into this even though Secretary Lynn has yet to render his interpretation of the Act.

The various paths must start at the local level — with the determination of need and the development of local housing plans and priorities — and lead finally to approval and allocation of HUD authority to proceed with a contract. In the more common case, a locality's housing plan will lead to a request for housing assistance pursuant to Section 8. The locality may choose to work through its housing authority, or in a few States it will be working through the State Housing Finance Agency. Where neither of these exist, the locality will work directly with HUD.

A bid process will be initiated upon receipt of allocation of units from HUD. If the unit(s) desired is to be one already in existence, a local housing authority may proceed immediately to select the unit(s) and enter into a contract with the owner, following the guidelines provided by HUD.

If the unit(s) is to be newly constructed or substantially rehabilitated, the locality will choose from the bids

received and, following HUD approval of that selection, a contract will be signed between HUD and the owner of the prospective unit.

There are several variations to the common case just described. For example, a housing authority may act as a developer-owner. A private sector developer-owner may originate a request for HUD assistance where a locality has not chosen to do so and where a definite need for housing assistance exists. Still another variation applies to State Housing Finance Agencies.

A State Housing Finance Agency generally acts as a mortgage lender. It is in a position to work with localities in fulfilling needs, in gaining assistance through Section 8 and in obtaining management and other services for multifamily projects. Its privileged position makes it possible for the State to act as a retailer of HUD allocations of Section 8 assistance.

Obviously, among the advantages offered by working through a State Housing Finance Agency one might expect faster processing, a better money source and an opportunity to draw other State-operated service programs closer to the special project for elderly or handicapped persons.

It is important to understand that an owner of housing utilizing Section 8 assistance may be a nonprofit, a cooperative, a limited dividend or profit-motivated entity or a public body (State or local). Further, subject to approval by the Secretary, the owner may contract for a third party to provide management for such project and that third party could be any of those just mentioned. This latter point is important to you who might like to act in a capacity of management for a special project.

Ultimately, the matter of selection of occupants in Section 8 units must be carefully administered. A local housing authority will be prepared to do this and probably should be called upon for such work. Where there is no such agency, responsibility will necessarily be vested in a designated office in the locality. Let's draw another summary here: As an advocate, you will want to work with local units of government in establishing need and gaining momentum of action for the handicapped in the local housing plan. Whether you want to participate as advocate, developer, sponsor, manager or service coordinator, you will be well advised to work closely with the local unit of government, the available housing authority, the State Housing Finance Agency, the local HUD area office and with service planning agencies such as State Councils for the Develomentally Disabled, and the State Commissioner on Aging. If nothing else, you can participate as a locally concerned citizen. Every individual and every organization can find his place for contribution under this process.

Now, let's turn to the actual development of a project. Financing of construction or acquisition of a project is normally easier for a local housing authority or a State Housing Finance Agency, assuming it is ready to undertake the venture and has Section 8 allocation from HUD. I suggest that you consider these agencies as the first line of assistance.

The private developer will have a different situation in raising financing. He can consider:

1. Obtaining a loan through a State Finance Agency.
2. Obtaining a direct Federal loan through HUD using the Section 202 authority, which may become available shortly, or,
3. Going to the private sector — a Savings and Loan, a bank or voluntary contribution sources.

In the first two cases, mortgage insurance will not be a problem. In obtaining the private sector finance, you will want to consider the availability of FHA mortgage insurance programs. They will facilitate better loan terms and enhance loan negotiation. As to the available FHA programs, all of which may be used in conjunction with Section 8 — consider Section 207, 231 or 221(d)(3). In summary, except for public housing which retains authority under the Act to acquire additional units directly, using old traditional public housing programs, Section 8 is the prime housing assistance program of the future.

But, in your advocacy, do not overlook the projects constructed under the old, FHA interest subsidy and below market interest rate programs. They will be around a long time and they can serve a need.

**Direct Loan Program Revised**

Another program which offers real possibility is the Section 202 program. This is a direct Federal loan program for projects for the elderly or the handicapped. In the 1974 Act, this program has been revived in a modified form which will draw heavily upon Section 8. It does *not* require the bid process used for other Section 8 assistance, but it does require justification of need and coordination with State and local comprehensive service plans. It is a program well worth watching, for it offers a shortcut to the myriad of technicalities and an opportunity not otherwise available to the nonprofit sponsor. The Administration has not indicated how it will proceed to activate the program, but some announcement might be made soon.

I have not mentioned the Section 236 program because Congressional mandates in the new Act prevent use of the program unless Section 8 can be shown to be ineffective in the geographic area of concern. Its utility in yielding additional units is limited at best.

I have not mentioned rural programs. However, these are special provisions worth your study in Title V of the Act. Of course, Section 8 is usable in rural areas as well as others.

One last reference to the Act before I close. Section 815 of Title 8 authorizes HUD demonstrations in special design of structures and related facilities for the elderly or the handicapped. This could be most important to your future success in support of handicapped persons. We need to continue innovation and demonstration of better methods in housing for handicapped persons.

I realize that this brief presentation falls short for those of you who are familiar with HUD and housing in general. I also realize that for others, this has been too much and too quick. For the latter I hope you will look

over the Act and summary material provided in your conference packets, and make full use of the opportunity offered by this conference to broaden your knowledge of this subject. My task of giving some insight into the 1974 Act and what it might do for handicapped persons has been one of pleasure to me because I think it gives genuine recognition to the handicapped. I hope your understanding of the Act will enable you to prove my point for me and that you will be able to bring action from this statute.

**Comments** — MARIE MCGUIRE THOMPSON

I would like to mention one small thing that has been a barrier to the kind of group housing that many of us in this room have talked about over the years and that is a simple thing; the definition of "family."

Heretofore, it would have been impossible to house together unrelated persons, two or more unrelated persons in housing, because of the definition that was in all housing acts with respect to what constituted a family.

This broadened definition is in the housing legislation because people like Mercer Jackson knew the problems and technicalities which were barriers to successful building and occupancy.

I agree with Mr. Jackson's comments that the way of the future is the State. The State should schedule not only the housing, but the services component upon the completion of the housing. If this is not done, at the beginning of a program, we can't assure the housing, can't assure that HUD will aid if the services of the local community are not there on completion of the housing. Hopefully this legislation will help to bring this about.

Another thing should be of interest to this group if you are frightened by the prospect of undertaking the complex job of buying land, building, designing and all the other things that go into the development of housing.

Mercer Jackson has suggested that non-profit organizations may sign a management contract with a housing group. Let us suppose you have a Housing Authority perfectly willing to build the kind of housing you have in mind for the kind of handicapped persons you have in mind. Then you, as a professional organization in this field, with a knowledge of the needs of your constituency (which the Housing Authority and most other housing agencies do not have) can be the operators and not have the trauma of trying to learn the details of land acquisition, zoning and construction. I think that's a very specific kind of role that can be undertaken without too much delay. If knowledgeable organizations can provide the services and be responsible for management, it will remove a burden from the housing sponsor, and relieve his fear of learning your trade.

Mercer Jackson touched upon the community development aspect of this Act. Through the block grant program in the community development programs, this provides the opportunity to have your voices heard at the local level. Once your city has presented its housing component to the Federal Government for a block grant and you have not been heard or had input, your constituency will not be represented in the listing of local housing needs. This is a very critical job for all of us and should be looked into at once in each local community.

# Discussants

LARRY B. KIRK
*Special Assistant for the Handicapped, Office of the Secretary, Department of Housing and Urban Development*

I am not quite as optimistic as Mercer Jackson about this new legislation. I am going to reserve my judgment until later and see how effective the new law is in producing various types of housing for the handicapped people of this nation.

One of the things we found out in 1968 with the passage of Public Law 90-480 was that just passing a law doesn't make it so.

Evelyne Villines and her study in Iowa published a report to which all of us already knew the answers, and that is that we are still building buildings with mistakes in them.

One of the things you are going to be fighting is the problem of cost. It is an attitudinal barrier.

You will have it with this legislation and you will have it with everything that you encounter. It costs too much to do it that way.

One of the things that I found out when I got to HUD and I started looking into it — I called them "lump" programs; some people call them categorical programs, now we have the block grant where we give money to states, counties or groups of counties, cities or metropolitan areas.

When we give that money out or we put it in a "big pot" and the handicapped are supposed to reach in there and get some out, it doesn't always work. This became clear to me at the American Institute of Architects meeting last January to discuss a national policy on barrier-free design, not only in housing, but transportation and all areas of community development. The idea was brought up that we should join forces with the elderly population to receive the benefits of housing and transportation. The word that came through very clearly from all the handicapped people represented there was that when they get put in the "big pot" where there were a half-million units built for elderly in the last 15 years, to date we only have 1,068 units built for the handicapped. This is not really addressing the needs of 11 million people who have mobility and dexterity problems.

So when they give this money out in block grants to cities and counties and states, it will be incumbent upon you or your organizations to make your needs known. If you do not make your needs known at that particular level and you don't get your fair share of housing or other community facilities, you have no recourse.

There is a section in the Act that calls for modernization. Now, I thought, "We are going to go back and get to take the mistakes out of all of those buildings and houses that we built."

I found out that that money goes only through the local housing authorities and not through the direct programs that HUD had.

So I went out and looked at some of the local housing authority units yesterday in Washington, D.C., and talked to the managers. Some of the places in D.C. are dilapidated, and we discussed the possibility of improving accessibility in those units. I had to agree after looking at the complexes that accessibility would probably be low on the priority list. Broken windows, doors ripped off and things like that would take first priority.

So I became a little reserved about how much of the modernization funds would be available for the elimination of barriers in existing buildings.

Earlier today, we heard that handicapped people would like to be integrated into the full cycle of our society. As a handicapped person myself, I would like to have the choice with this new legislation to choose the kind of a house I wanted to live in. People should have the choice of where they want to live. That means if we are developing residential sections of town, like new communities of single-unit houses, they ought to include a certain number of barrier-free one-level single-unit housing that would house one family. You will have to convince the state, county and local authorities that they should be designing and planning for all Americans.

We have to stop discriminating against handicapped people, and that's exactly what you do when you design doors that are a little narrow or that don't have a turning space. It is the most severe type of discrimination this country has faced.

I heard a lot of folks when I was a kid back in '55, talking about not being able to ride in the front of the bus. Hell! I can't even get on the bus!

Talk about not being able to live in a particular neighborhood because somebody wouldn't sell them a house — even if I could buy it I couldn't live in that neighborhood because I can't get into any of the houses; I can't even have any friends in that neighborhood much less live there.

That's the type of discrimination we are talking about.

You have to appeal to people's minds on what is right, not particularly on numbers or figures. I would say to people "100 times a day". They would frown at me and say, "What are you talking about?" I said, "That's about how many times I encounter things that were not designed to accommodate the less capable."

Now, one of the things I have also found out since I have been working for HUD is when you accommodate the less capable, you have automatically accommodated everyone else with more ability.

Once we start building things — and I am not just talking about buildings, I am talking about legislation and I am talking about financing and everything we do — when you build, you create something.

Let's have human needs in mind. Let's start addressing those human needs. If you just build it any old way, and then you get some "silver-tongued" folks to

go out and sell them — and there is a seller's market out there — you can sell them — you can build them upside down and still sell them today, and we have some projects to prove it.

That's not addressing human needs; it's not pragmatic; it doesn't accommodate anyone.

The Federal government is decentralizing all of its programs to state and local governments mainly because it takes a little heat off of Congress. They are shifting the responsibility to the local government, which is supposed to be more responsive to the people.

But whose responsibility is it to address the needs in housing in this country for the physically handicapped, mobility-impaired or dexterity-impaired and the aged? Is it the responsibility of the Federal government? Is it the responsibility of the local government?

Having been involved in Federal government for a while and having been involved in local organizations and civic organizations, I would have said that the policy was to let the handicapped persons shift for themselves and it was their responsibility to get their own housing.

If we build a certain amount of houses which accommodate the needs of our less capable, I think we will find we are going to accommodate everybody in the country.

I would like to see the responsibility shifted to the local government and ultimately to the Federal government to insure that every American has a suitable place to live.

KATHALEEN C. ARNESON
*Director, Policy Research and Legislation, Rehabilitation Services Administration, Department of Health, Education, and Welfare*

It is not easy to generalize about the specific opportunities in a piece of legislation as complex and extensive as the Housing and Community Development Act which the Congress has just enacted and the President recently signed. I am delighted, however, to react to Mr. Jackson's presentation.

1. My first reaction is one of amazement at the tremendous amount of detail in the law that affects in an important way the development of housing and related services for the physically handicapped as well as the mentally retarded.

2. My second reaction is that I think it critically important for each of us to acquire one or all of the several available interpretations of the Act and study them very carefully. There is much to be discovered in the way of new opportunities. As a group and individually, we ought to advise the Department of Housing and Urban Development to be prepared for many, many kinds of questions. We should ask if HUD is willing to develop and publish rather simple descriptions of how this legislation can be put into effect in a given locality. Material should be prepared for different user groups: nonprofit organizations, land developers, and social service agencies searching for opportunities to put different authorities together to produce housing and related services to meet the unique needs of a particular population group.

3. This leads me to the third kind of reaction. If I were attempting to help a local group utilize the authorities and the potential funds under this Act, I should want, first, to have participated in a very searching workshop session, going into detail with respect to what these new programs actually can do for my community. If I were a local community leader, I should like to have an opportunity to sit down with the representatives of the local vocational rehabilitation agency, the local health agency, the developmental disability council, the housing authority, the code people, all the people who must come together in a community in order to help develop a realistic and an effective plan. I should ask each one how they could contribute to the planning, building and maintenance of the housing arrangements I had in mind for the groups I wanted to house.

I should want, in other words, to be much more informed before I tried to help develop that local plan. You will note, as Mr. Jackson has indicated, that the plan is the basic vehicle for securing Federal funds and other funds coming into the local community for the purpose of developing this housing and this community plan. This is basic to being responsibly involved in preparing that local plan, assessing priority needs and interpreting the special requirements of people who are paraplegics or are retarded, or old or blind.

4. A next reaction is that I am delighted to see the great statutory emphasis upon the necessary linkages between the housing and the community services systems — if we can call them that in this country. We must have practical joint action by the housing authorities (federal- and now state-financed housing agencies and local housing authorities), and the comparable state-federal system of service-giving organizations. Since we have services under so many different agencies, we must perfect ways to bring them into concert with the housing authority.

Because I work with the Rehabilitation Services Administration, my mind immediately goes to questions like these: Well, what exactly are we going to do now, next month, next year? Shall we in rehabilitation take the initiative and try to locate that state housing finance agency and say: Here we are. We are the state rehabilitation agency. We are the state council for services to the developmentally disabled. We are a voluntary group in this state concerned with cerebral palsy individuals or any other disabilities — please consult us. Or, are we prepared to take the initiative and go to housing people with concrete ideas at this stage? What is the best way to do this? I see the necessity for the linkage, but I don't know exactly where we get a "handle" on it, except to say that we need to influence the federal regulations on

planning, as a first priority. That's a general reaction.

5. I am very sensitive to the fact (when I read the new legislation) of the necessity for short-term and long-range planning on the part of the housing agency. Such planning must be consistent with planning going on with respect to meeting the needs of the mentally retarded, the blind, the deaf, stroke and heart victims, the cerebral palsied and other individuals who are identified as having need for adapted or special living arrangements.

There seems to be a gap in the legislation, or possibly in the interpretation, with respect to which state agencies and which state programs that have to do with people who need rehabilitation need to be consulted. Are the state agencies for the blind and those for the rest of the disabled to be brought into joint planning?

I don't know whether that was intentional or just didn't happen to come out in the discussion. But it is something I should want to look into were I to attempt to assess the next steps that we must take on this.,

I am also aware that some of the new thrusts in the law which Mercer Jackson has talked about here reflect substantial changes in where housing and services' decisions are made, i.e., movement from federal to local levels. This is realistic and good.

Our public program of rehabilitation has always been identified as a *state*-federal program, the emphasis being on the fact that the *state* administers the services the people get. The federal partner in this combined effort helps to develop and monitor certain types of federal resources and federal approaches to these problems, but the planning and the delivery of the actual services to individual clients goes on at the local levels.

So it is not new to us in rehabilitation to have legislation say that you must go to the local level, you must develop your plans on a local level to respond to the particular needs of the local citizenry. We find the emphasis in the Administration in the last few years on local activities and local initiative to be a very welcome one.

6. I know many state vocational rehabilitation agencies have regularly established working relationships through state and area offices (and in connection with special demonstration projects) with quite a number of local housing authorities. We have had rehabilitation specialists located in housing projects. We have developed experimental housing arrangements for groups of special cord-injured youths. We have developed various kinds of transitional housing efforts near workshops and in rehabilitation centers where disabled people are undergoing evaluation and training for jobs.

I hope that one of the men from one of our Regional offices, H. B. Simmons, will join in commenting on this question of the linkages that are anticipated and must flow from this particular legislation. This legislation calls for development of program initiatives of some importance so far as our being able in HEW (particularly in rehabilitation) to respond to these new initiatives in housing.

This legislation can also be of great help in the realization of many of the objectives of the Architectural and Transportation Compliance Board recently activated by the Federal Government. I refer to its mandate to study and evaluate and make recommendations about existing housing for the disabled and to see to the enforcement of federal laws to eliminate architectural barriers.

### Excerpts from Question Period

One questioner expressed concern with the delivery system under Section 23 for subsidized housing particularly in relation to rural areas. He noted that in some 40% of the counties in the United States, there are no public housing authorities and some 60% have no public housing at all, nor are there non-profit organizations to utilize the Federal tools to bring subsidized housing to the poor in those areas.

Mr. Jackson replied that this was a real problem and there was no direct thrust in the legislation except for a repeat of an old provision to permit Farmers Loan to get into these areas with direct loan money, loan interest money, etc., and now a new department subsidy program that will go into apartment rental projects. He added that the new Act permits Farmers Loan to go into areas with populations up to 20,000, where they were previously restricted to 10,000, where the Secretaries of HUD and of Agriculture agree that the mortgage credit supply is not good and the people are not being served. He also suggested that the state housing finance agent would be the future support mechanism offering the most hope because housing authorities are established under state legislation.

Mrs. Thompson added that there are a number of county housing authorities, particularly in areas serving groups with 1,000 to 5-7,000 population in small towns, generally rural areas. She noted that there are about 3,400 housing authorities operating in more than 4,500 areas, which means that many localities are covered because one housing authority operates over a broad area. Orange County, for example, she explained, has organized a housing authority which has 12 communities involved to provide housing in the small and somewhat rural areas within the county.

"We have to realize the Federal Government is not empowered to go into a community and build housing," she went on. "Only in two instances may the Federal Government itself, under the current laws, take the initiative to go and build the housing: one is when there is a national disaster and one is when there is a war or emergency. Other than those two conditions, it is up to the local community to organize itself. There is no impediment against the organization of housing authorities to build in rural non-farm areas, except a lack of initiative at the local level or a lack of approval of the constituency within that county."

In answer to a question on the definition of "workshops" and whether the term would include training facilities for the handicapped, Mr. Jackson indicated that there was no precedent for this and no expansion of

the definition. The definition was brought over from the old Section Two program and incorporated into the new Section Eight program in its old form, he explained. But he did suggest this could be explored to see if it could be included. William Hughes added that while there is no precedent, there has been no prohibition on providing space in this way. The real problem would be the arithmetic of the project, he added, because all of these costs add up and are paid off through rentals.

One person questioned the localizing of power where the housing authority is subservient to the state housing authority. Mr. Jackson stated that the housing authority draws its authority from the state constitution and an empowering authority, but once established and operating it is autonomous. He added that there is a slight change in the Act, with the requirement calling for a local unit of government, meaning the mayor, to "do a community development plan and a housing plan. The onus is on him to decide what it is, where it is, how he wants to proceed and priorities, etc. He will, in turn, call upon the housing authority to assume its natural role in the execution of that plan, but there is a centering of power with the mayor in the unit of local, elected government."

## State of the Art, II

# What Is Now Being Done: Alternate Models

**MORNING PLENARY SESSION**
*Wednesday, September 11*

**Presiding:** MORTON H. LEEDS
*Special Assistant for the Elderly and Handicapped, Department of Housing and Urban Development**

Dr. Leeds introduced the session by describing buildings that have been built with various forms of HUD and Public Housing 202 direct loan and 236 funds. These include Creative Living, a quadriplegic Housing Eight unit in Columbus, Ohio; Vistula Manor, a public housing unit with 164 units in Toledo, Ohio; Center Park Apartments in Seattle with 150 units; Pilgrim Tower in Los Angeles, sponsored by Pilgrim Church of the Deaf, and three projects described below: Highland Heights, New Horizon Manor and Independence Hall.

Dr. Leeds described Highland Heights as "the best example of a functional building in the field of the handicapped." Dr. David Greer, medical director, conceptualized the plans and program of the building but was unable to attend the Conference. Dorothy Jeffrey who was project director for the building several years ago presented the Highland Heights program.

## HIGHLAND HEIGHTS
**Fall River, Mass.**

DOROTHY JEFFREY
*President, Humanities, Inc., South Yarmouth, Mass.; Consultant, National Easter Seal Society for Crippled Children and Adults*

There is currently a study going on co-sponsored by HEW and HUD called the "Highland Heights Experiment." The final report of the first year's study is available through HUD offices and I will not touch upon the results of the study at this time. I would like to describe to you first, the milieu in which Highland Heights was conceived, and secondly, the medical services and arrangements that Highland Heights has with the City of Fall River.

Fall River, Massachusetts, is about 150,000 in population. It is a depressed area with a high incidence of unemployment. Many of the young people leave the area, and consequently the city has a large older population. Three languages are principally spoken in Fall River: English, French and Spanish.

The community, for whatever reason, looked in almost a childlike way to some of the officials of Fall River for guidance for everything including housing. This becomes important primarily because the stigma which sometimes is attached to low-income housing is really not found in Fall River. The people in Fall River are very accepting of public housing.

There were, essentially, three men who were instrumental in conceptualizing Highland Heights. First of all,

*(In the course of this session, Dr. Leeds read poems he has written on topics related to the handicapped. These poems are reprinted in the Appendix.)*

Dr. David Greer, an internist who is also the medical director of Hussy Hospital, a chronic disease hospital operated by the City of Fall River. In this hospital, there was a rehabilitation unit. Dr. Greer became very frustrated because he would get people to the point where they could assume some responsibilities for themselves, they could live independently and they went to their third- or fourth-floor walk-up apartment unable to participate in activities.

Others who also helped was Mr. Arruda, mayor of Fall River for a long time and then the director of the Fall River Housing Authority, and Father Rocha, a Catholic priest who was director of the Catholic Home for the Elderly.

Highland Heights is on the grounds of Municipal Hospital and connected to the hospital by a tunnel. The arrangement with the City was that the housing authority would give the City one dollar for the land on which Highland Heights would be built. In return, the ground floor would be leased to the City for the rehabilitation services. These services would serve both the Municipal Hospital and the Highland Heights family.

Highland Heights is supplied with electricity and heat through the power plant of the Municipal Hospital.

The other concept that was inherent in the construction of Highland Heights was not only that of an adapted environment for people with physical disabilities, but also that it is in an excellent section of Fall River, on a hill commanding an imposing view of the city.

The building has 208 apartments, 108 efficiencies and 100 one-bedroom apartments. Seventy-five percent are occupied by people 62 years of age and older. When the building opened in 1970, there were 21 wheelchair occupants; currently, there are 39 people in wheelchairs.

The service aspect of these buildings is very important. The manager of the building and I slaved and sweated over a job description for him. He indicated that he felt possibly one of the best things we did was not to complete it, because he was doing so many kinds of things which, in the traditional role of a manager in a housing authority, he would not have done.

One of the residents is Manny, who is about 50 years old. He is retarded. He has a right leg amputation. He has a crutch paralysis which is almost complete on his left side, and believe it or not, he is living independently, with his sister helping him get his meals. It is that kind of excitement I think you find in facilities where the environment is adapted to the functional needs of the residents.

The unique aspect of Highland Heights is the medical services. A "laundry list" of services available in the facility would include occupational therapy, physical therapy, speech therapy, social work. These services are provided by staff people of the City of Fall River and the Municipal Hospital. Because the facilities are on the ground level, they are available to the residents.

The Municipal Hospital also provides nursing coverage seven days a week, 24 hours a day. The clinic nurses and the manager of Highland Heights serve in a coordinating capacity. The clinic nurse also does preventive medicine along with the visiting nurse from the Visiting Nurses Association. The Mental Health Clinic recently sent in a team of people who are working with the residents in terms of working out some of their own problems. This is a new kind of service for Highland Heights.

Medical supervision and evaluation are also available. The local physicians rely on Dr. Greer to be the liaison between the medical profession and the evaluators who may be students from MIT or the medical staff from Tufts. For a while, the Easter Seal Society of Massachusetts loaned a rehabilitation counselor to this program one day a week. This function is now being absorbed by the local counselor from the Massachusetts Rehabilitation Commission.

Community services available include church services. The people in the neighborhood are very much interested in these church services and attend so that you get an intermingling between the local community and the residents.

The Commission on Aging has its offices within Highland Heights so there are other senior citizens coming into the building. The local nutrition program is organized in the kitchen of Highland Heights. The residents can avail themselves of the "hot meal program," and about 75 residents a day participate.

Transportation is one problem they have not conquered as yet. They are trying to develop a mini-bus program. Brown University in Providence, R.I. is about 20 minutes away, Southern Massachusetts University is about 15 minutes away, and a beautiful accessible community college is less than 10 minutes away — all in driving times. There also is a new partially accessible vocational high school within seven or eight minutes, and that is a good opportunity for young people to get an education and become trained in a variety of skills. The local community college is a county-wide college, and they are trying to adjust their programs to fit the needs of the young disabled persons currently in Highland Heights. I understand this has been very successful.

When I went back recently to Highland Heights, it was interesting to me that several of the young wheelchair people had moved from Highland Heights into other low-income housing units within Fall River. They wanted to get out into the regular community rather than being isolated at the Heights.

## NEW HORIZONS MANOR
**Fargo, North Dakota**

SETH TWICHELL
*AIA, Mutchler, Twichell and Lynch, Architects, Fargo, North Dakota*

The idea for New Horizons Manor actually started in 1967 when three women who belonged to the local handicapped club, called the Red River Valley Handicapped Club, were very persistent about finding some way of providing housing for the handicapped. They got the attention of a local orthopedic surgeon, Dr. Ross Halliday, who worked with Mayor Herschel Lashkowitz and, in 1970, the City of Fargo received an allocation of 250 low-rent units.

The mayor appealed to the HUD regional office for housing for the handicapped, and they agreed to allocate 100 of these 250 units for the handicapped.

We were commissioned in the spring of 1970 to design the project. We spent the first three months entirely on research — writing for and reviewing what material was available. We went to Seattle and looked at Paul Hayden Kirk's project, and visited several local rehabilitation hospitals to look at their setup. We held about a dozen meetings with members of the Housing Authority, the Red River Valley Handicapped Club, and with surgeons and physical and occupational therapists who were interested in the project.

Previous to starting the drawings, we had another dozen meetings reviewing the different material received. To a large extent, we used a good guide put out by HUD for the physically impaired.

The building was bid in the fall of 1970 and completed in July of 1972. They were allocated $16,600 per unit for a total of $1,660,000. The cost per square foot ran $18.99 including garages.

The motto for the project for ourselves and the contractor was, "Don't take anything for granted."

*[The following comments by Mr. Twichell accompanied his presentation of slides showing New Horizons Manor.]*

The site is quite flat, no trees, not too exciting; however, the location is excellent. It belonged to HEW and was deeded over to HUD for a small amount. Across the street from the project is a regional shopping center. There is a bowling alley, restaurant, shops, and gas stations. The people really use these facilities.

The Park Board is putting in a park especially designed for the handicapped which will be located just behind the building. The other areas around the building are pretty much residential. The entrance is a drive-through for easy access. The exterior doors are automatic sliding instead of swinging.

Each apartment has an air conditioner sleeve and outlet. It is particularly important to have air conditioning since the handicapped person exerts a great deal more energy for any type of function.

There is a lounge in the lobby of the building, and an office for a manager, a secretary and a custodian. Also on the first floor are a community room, kitchen and crafts room. The latter two rooms actually are quite a bit bigger than normal HUD requirements for the elderly, which was HUD's guideline. The first floor also has two custodian units which are set up for the handicapped. All equipment in the crafts and physical therapy rooms was donated.

The typical floor plan has 11 units on each floor, two two-bedroom units and nine one-bedroom units, and the rest of the floor is central corridor. We have tub rooms on three floors. This was a big controversy. A lot of people wanted tubs in the units. HUD would not go along with this.

On the one-bedroom units, we have divided the bedrooms off with a wooden folding door. The kitchen is quite open to the living room and to the windows so that the whole apartment is light. There is quite a bit of storage. The shelves in all the closets are adjustable. Doors to all the closets are wooden folding doors. They have a pendulum pull with a loop at the bottom so somebody without a good hand can pull them. We have sliding doors on the bathrooms.

I mentioned about, "Don't take anything for granted." We had had previous plans approved by Chicago and the Denver Region (where we were later switched). The plans were also approved by the building committee and all our consultants. We then built full-scale cardboard models, got in a wheelchair, and found our plans didn't work at all. The building was almost ready to go out for bids. We went back, worked with the model and our consultants, and redesigned the layout, particularly in the bathroom. You just can't operate from an unhandicapped experience. We kept the wheelchair on the project all during construction, and we used it to check all heights, the functioning of everything, and made any necessary adjustments.

The oven is standard with a side-swinging door but it was hard to find. Some little outfit in Alabama made it but Westinghouse must have decided it was worthwhile to make 100 so they were low bidder. Underneath the oven is a pull-out board; it is used to put hot equipment on. There is a handle on the cutting board between the range and sink to pull it out. It has a hole for a mixing bowl if one is needed should a person have only one arm or a bad hand.

The counter is adjustable in height from 30" to 36". The sink has flexible hoses. It has several lengths of pipes for draining. The custodian can raise or lower it by himself in 10 minutes and put a different drain in. Sometimes you figure these things out and they don't work but this one worked.

The refrigerator has a top-loading freezer unit, non-self-defrosting, both of which were a mistake. Another thing we are unhappy with is the overhead cabinet. We asked at all our meetings if the people really thought they wanted them adjustable and they didn't

think so because they said they could reach theirs. When we actually got into it, they wished they had been adjustable. The cabinet has a lazy susan in the middle on the diagonal part. The cupboards on the side have storage in the back. When one sits, one can reach just about everything from one spot. There is no cabinet underneath so you don't have to pull in and out to perform any cooking function.

The shower has a fold-down seat. We spent a lot of time studying the location of the grab bars because we knew we would have to transfer people since HUD required a curb. The shower head is of adjustable height. It comes off so you can use it in your hand. The water closets are wall-mounted at special heights. The lavatory is a special one that you can get under quite easily with a wheelchair. The sliding door in the bathroom prevented putting a medicine cabinet on the side with an adjustable mirror. Quite often the handicapped people are short, and it was important that we have a mirror that everybody can see in. The medicine cabinet with the mirror helps.

We fought pretty hard to get an interior garage. Seattle had some open parking with a roof on it but at New Horizons Manor, it is an actual garage. It is pretty hard to push a wheelchair in snow and ice, and for the people who had the greatest need we provided 12 parking spots in each garage for a total of 24.

In conclusion, I might say this is probably the most rewarding building we ever worked on. It is really interesting and our interest has continued. It makes it worthwhile when we hear the comments of one woman who says that she does more in one week since she moved into the Manor than she used to do in a whole year.

## INDEPENDENCE HALL
### Houston, Texas

WILLIAM LUFBURROW
*President, Goodwill Industries of Houston*

Independence Hall began as a sort of dream, an accidental dream, perhaps. We were having a dinner party in our home one night, a typical Houston home. I have been working with people in wheelchairs for many years and thought I was "up" on some of their problems. But one of my staff members, who was in a wheelchair, excused himself at the dinner table and said, "Point me to the direction of your bathroom." He came back in a moment and said, "I'm sorry. I can't get through the door. I have to go home."

Suddenly I was hit over the head with this. If you are close to these people and you are not in a wheelchair, you don't think a lot about it. I was close to a lot of great wonderful folk who worked with me every day but I never asked them, "How do you get in a door when it is not big enough?" Of course, that man's answer was, "I have to go home."

So we retreated from that dinner party, my wife and I, and said, "We are going to have to do something about this." I was thinking in terms of 10 apartments, maybe, for folks like this particular staff member or maybe even 25. Then, when I presented it to the Board, they said in typical non-profit Board fashion, "Oh, you don't want to do that." So I forgot it for a while and decided maybe I'd better change my pitch and talk about 50 apartments.

Then they said, "Oh, you don't want to do that." But by that time, they had become so firmly convinced that we did want to do that, they added, "If we are going to do it, let's do it right. Let's build 300." So my little dream became a big one and suddenly, Independence Hall was born.

I have written three thoughts down to help show how and why and what we did. The first one is unrelated to anything else, but may help. It is this: "It is only money and the world is full of money."

I don't know what that means, but carry it home with you. It is a great answer to give to your staff or your boards. "It is only money." You know, we can stretch the elevator, "It is only money and the world is full of money." You have to carry that motto with you before you go into this because it "ain't" easy. And even the money in this area that is there, "ain't" easy to get. It's there and you have to believe it is there.

My second thought has a little more poetry to it than the first one. "Better to have built and goofed than never to have built at all."

I get so tired of hearing about the perfect setting, and "Here is what we are going to do one day," and "I am waiting for that."

Here comes poetry number three: "While we wait, people grow old and die." Just talk to some of the folks who live in Independence Hall and some of these other places and have a man say, "For 24 years, I had to live with my brother," or "For 37 years, I got stuck in this little apartment and I couldn't get six feet away from my door, and now I've got 10 acres to go on."

We haven't got all the answers, but those particular ones didn't die before we did something. So while we wait for the social systems to perfect themselves and for all the great architectural answers we can think of in our assembled groups, people grow old and die.

*(Mr. Lufburrow did not give physical details of Independence Hall since delegates had an opportunity to tour the facilities before and after the conference.)*

## INDEPENDENT LIVING FOR HANDICAPPED PEOPLE: A Brooklyn Approach

NICHOLAS A. PAGANO, JR.
*Board Member, Independent Living for the Handicapped, Inc.*
*Staff Member, Mayor's Office for the Handicapped, New York City*

Independent Living for the Handicapped, Inc. is not a specific building anywhere. It's a group of people who

decided that they didn't like living in custodial care institutions. They wanted some way to get out of them and move into the community.

This organization was started in the sixties as the Richard Weinberger Fund, Inc. by the mothers and fathers of disabled children "to give life to their years, not years to their lives." These parents were trying to say that they were tired of the traditional disease-related organizations that were out to raise money to cure diseases. There are people who live with these diseases their whole lives, and they wanted to help them live full lives.

The Independent Living program began in mid-1970, with a disabled man and his mother living in a public housing project. When she died, the man had to be institutionalized because he was not able to take care of his own personal needs. He didn't like the idea. While living in the institution, he continued, on the sly, to pay the rent of this apartment from his meager Social Security check. Meanwhile, he was working with Mary Weinberger, the president and head volunteer of this organization, to concoct some way in which he could get out of the institution and back into his apartment.

When the organization surveyed the services available in New York City, it found there were a lot of nursing-aide services, which would provide attendant care service. This man knew he could function in that apartment, since he had lived there for 15 years with his mother. There were two things, however, that were missing: one, that sort of commitment from someone who could say, "I'm here if you need me," and the other, the financial support.

This man and a disabled friend he met in this institution decided to develop a plan to live in the apartment. They evaluated their personal care needs and decided how many hours of custodial care daily they required. They figured out all the little ways in which one could get food and assistance in an emergency. With the help of the Independent Living program, they wrote up an after-care program which was acceptable to the Hospital Department of Social Services. The New York City Department of Social Services agreed to fund this unit for 90 days as an experiment.

The City agreed to this plan for one reason: economic. The plan said they could live in that apartment at a daily cost of $51 for both of them together. In the hospital, the cost was $56 a day individually, and that's just a sterile-white sheet-covered bed in a big wardroom. Although during the last three years the hospital costs for custodial care have risen from $56 to $103, these men are still receiving their initial $51-a-day grant. The NYC Mayor's Office for the Handicapped is now working with the NYC Department of Social Services and NYS Medicaid to encourage more money and services for these people who are living in the community.

One of the things we learned from this program was the need for a constellation factor. We had the ideas and knew what to do, but we needed to bring them together. The Independent Living program became this constellation factor.

Independent Living for the Handicapped is an organization with one full-time staff member who is its program coordinator and two part-time staff people who drive its van. This organization operates on an annual budget of less than $20,000. Nevertheless, it has sponsored 22 apartments spread throughout New York City. Thirty-seven people live in these apartments, and of them only two, a married couple, decided they wanted to live in a building that was restricted to people who were elderly and handicapped. Everyone else wanted to live among the general population. Needless to say, of these 37 people, 80 percent are under 40. It is no wonder they didn't want to live in a Senior Citizens' Building!

This program fosters total integration because it is so much easier for one person in a wheelchair to make friends with people who are not in wheelchairs if he is the only one in that building who happens to be in a wheelchair. However, if there are 10 people in wheelchairs in the building, or the building is restricted to people in wheelchairs and to people who happen to be old, these people won't make friends with those people who are different. Why? Because they have friends of their own kind and it is easier to stay with their own kind.

I have a definition of an Independent Living program. Very simply, it is the coordination of basic community and social services in such a way that the severely physically disabled and mentally alert person can live as a member of the community of his choice.

What kind of services are needed? What are these constellation factors that are necessary so that a person in a wheelchair can function in a non-wheelchair society?

One: some kind of counseling advocacy service, to encourage a person that he really can make it. Other people have. This program developed from one apartment unit, and because it was successful, others said, "I can do it, too."

Two: some kind of friendly visiting, because we all need friends.

Three: Home-Health Aides in the apartments. In New York State, Medicaid allots so much money per day to a person who requires assistance in ADL and personal care activities. This service is provided through a doctor's prescription and must be re-certified bi-annually by the Visiting Nurses Service.

Four: some kind of emergency aide service. That's crucial. Independent Living for the Handicapped wanted to establish its own nursing registry service to cover these emergency situations. However, there wasn't any money, so the tenants themselves developed a list of nursing services in the City that were available in an emergency. In addition, the tenants compiled a list of volunteers, friends who have agreed to be emergency aides.

Five: a subsidized livery service. It has been said, "This is a housing conference, not a transportation conference;" but with the present state of mass transit, no community-based living program can work without it. Otherwise, disabled individuals will be isolated in their apartments. The Independent Living program developed

a specialized and subsidized livery service which costs the passenger $1 door-to-door. The cost to the organization is $20.

Six: some kind of group meeting with the tenants periodically. At these meetings, they discuss problems of budget management, employer-employee relations, ways of becoming more independent. It was at one of these group meetings that the emergency aide service program was developed.

When I talk about a severely physically disabled person, I am talking about a person who needs moderate-to-maximum assistance in his personal care and ADL activities. I mean eating, dressing, toileting, and I also mean lovemaking.

How does a disabled person go about finding an apartment? How would we go about finding one? We know what we can afford. We hear about an apartment from a friend; we look through the newspapers until we find something that pleases us; we go to a rental agent or walk the streets until we find something. The individual with a disability can do the same thing and has been doing this same thing.

Yesterday, when I asked some residents of Independence Hall how they liked living there, they said "Sure, it's great. It's better than the nursing home that I lived in," or "My father and I didn't agree. It's much better than that." I asked, "Do you plan to live here for a long time?" Everyone of them said, "No, man!" One said, "It's fine for a while, but after I get rehabilitated, after I get out of college, I want my own place somewhere else." Maybe Independence Hall is not the final answer.

When a disabled person looks for an apartment, he looks at it from three basic viewpoints: he wants to know (1) if he can get into it, (2) if it is big enough to move around in, and (3) if it can be accommodated to fit his special needs. Once he answers these questions, he goes out of the building and looks at the community around him. Would he like living in that community? Is it safe? Is the community accessible, so that he can "bowl" around, or will he be isolated in his apartment?

Many communities are becoming more accessible. In New York City, for instance, the Mayor's Office for the Handicapped is constantly reviewing the city codes and making recommendations for barrier-free design.

What are some other things that the disabled person would consider: Is the apartment near an accessible shopping area? Is it close enough to mass transit so that employee/aides can get there?

After the disabled person answers these questions to his satisfaction, he decides to take an apartment; he pays the rent and moves in. In contrast to other organizations, Independent Living for the Handicapped never rents an apartment and then sublets it to the person in the wheelchair. The individuals themselves sign leases with the management companies; however, on occasion, the organization has been a co-signee.

When a person moves into an apartment, he gathers around his friends and family and says, "Help me move." He hires a van and brings his furniture or goes out to buy the furniture he wants. During the first few months, the staff and volunteers of the organization drop by to see how things are. They may help put a picture on the wall or move a bureau.

Another important dimension of the program is that it is not unusual to hear about the residents, the tenants, spending weekend nights socially with the volunteers of the organization. Friendly visiting develops very naturally out of friendships. It is this integration that is so important in this concept!

Independent Living for handicapped people works because disabled and non-disabled people cooperate to make it work. Earlier, I had used the motto "To add life to their years, not years to their lives." Tapping the Beatles, our new motto is "We are going to get by with a little help from our friends."

## UTILIZING SEC. 23 TO PROVIDE HOUSING FOR THE HANDICAPPED IN PORTLAND, OREGON

JUDITH LONDAHL
*Executive Assistant, Housing Authority of Portland, Portland, Oregon*

Ours is not so much a service program as a financing technique. The Portland Housing Authority operates 4,000 public housing units, 2,000 of which are designed to meet the needs of elderly and/or handicapped. Because we worked with HUD's definitions and had for a long time felt that handicapped people needed what elderly people need, no distinction was made in type of housing required.

Then about two years ago, a group of young handicapped people came and said, "We are living in your units and we are getting along, but we really wouldn't choose to live with a group of old or retired people if the choice was left to us. We would like to have a living situation designed for handicapped but meeting the needs of younger people."

So we began exploring possibilities, and we contacted the local Easter Seal Agency and the local Cerebral Palsy Agency. With their help, we located private buildings where some rehabilitation could be performed to make them accessible and adaptable to the needs of the handicapped.

We proceeded to use a Section 23 formula, and we understand Section 8 in the new Bill will allow you to do pretty much the same things Section 23 has. The Section 23 formula works like this: The Housing Authority approaches the landlord and says, "We would be interested in leasing from you, but we want the building made accessible to the handicapped." The rent we could pay was enough to lease an existing unit, but not enough to cover the rehabilitation/remodeling costs that would make the unit really meet the needs of the handicapped.

Easter Seals came up with about $1,500 a month to help amortize this "rehab" expense, and Cerebral Palsy with $1,250 a month. Because of their cooperation, we were able to enter into the lease agreements. These

agencies get priority for placing their handicapped young people, usually under age 35. Now Easter Seal and Cerebral Palsy can call the Housing Authority the minute there is a vacancy and say, "We have people who are in need of housing." Their referrals have priority. They bypass the 5,000 people on the waiting list. That's one way of using Section 23 for existing housing.

There is a new way that we are just finding out can work. Right now, money for new construction is tight. New construction for handicapped housing is even more expensive than conventional construction. We found that our local Housing Authority can pledge to a lending institution part of its annual contributions contract under Section 23. We believe we will be able to do this with Section 8, and this will provide the security and the funds to amortize the loan for new construction. This had the effect of increasing the availability of funds for new construction of specialized housing.

I would hope that everyone here who has a housing authority would go back and put pressure on them to produce those kinds of units. I think you get caught up too often in trying to meet housing needs for the over-all group of persons. We at the Housing Authority tend to forget about the people who don't even bother to apply because our housing isn't capable of meeting their needs in the first place.

Another advantage of the Section 23 program is that it does take them away from stigmatized identifiable housing for the handicapped, that is, a building for freaks and weirdos. You can have Section 23 units scattered throughout any kind of housing arrangement in the city. There is no opportunity for a community to segregate the handicapped if this program is utilized properly.

One of our arrangements with Easter Seals is for students at Portland State University. The housing is located close to PSU right in the downtown area. It is an old building, very smart for the student group. Just with expanding doorways, building ramps, handbars and installing emergency systems, this building has been made very adaptable to meet their needs. The cost of adding these amenities may seem large when viewed in relation to what the handicapped individual can afford. When viewed against the rent generated from a Housing Authority and an advocacy agency for the handicapped, these costs are easily affordable.

## COMMUNITY LIVING CENTERS
**Farmington, Michigan**

MRS. MARY I. WAGNER
*Executive Director, Community Living Centers, Farmington, Michigan*

I came into this whole work by accident. I happen to have a retarded son. That retarded son sent me back to college and I got my Masters in Special Education and started teaching in a local high school. During college, I had to do a research paper on the success of our high school graduates out of Special Education. I found out from a few of those students that they were not successful after we trained them to do a job in the community because of their lack of social life and support services.

In fact, one of my students was kicked out of his home by his father because he took the car and had a seizure while he was driving and wrecked the car. So we took him into our house. Then another student, whose parents were moving out of the community but who wanted to stay with his friends in the sheltered workshop also came to live with us. This started a trend, so we started looking for a bigger house. (I only had five children of my own!)

I found out I couldn't just go and buy a bigger house and move in with eight young people, so I began working with our inter-agency committee, which led me to the State to find out all about rules and regulations and that horrible thing called "zoning."

We started in 1968, and through the inter-agency committee and the State and the local people, we formed a non-profit corporation with a 17-member board. We found out then the difficulties of finding an old home. It took us a year to find a nursing home that was for rent, and we moved in with eight retarded adults in October of 1969. By January, we had 14 people, and eight more who wanted to move in. So we rented the house next door and had eight boys move in there with a teacher.

We found out that after the people left home, they grew up a little and didn't need as much supervision as their parents thought they would. We still have problems with parents trying to make them realize this retarded person can do something on his own. We had trouble with the eight boys who lived with us at times. They didn't look well when they went out in the morning. Their clothes looked untidy. There was a lot of training in the first few years.

By the next May, we opened in Pontiac Township about 20 miles away. The next center we came across was a 12-bedroom convent. We modernized it, carpeted it, and made it look more home-like. The following December, we acquired a fourth house. This past May, we went into a new project with emotionally disturbed retarded children out of the institution, who needed behavior change to make them ready for foster home placement. This is a pilot project for a two-year period.

The other four homes that were started in the last four years we hope will be continuing. They are on leased property.

In 1970, one of our board members who was an architect and a builder happened to be in a meeting with the Executive Director of the Michigan State Housing Development Authority, and he asked him if "236" money could be used for the retarded. That Executive Director happened to have a retarded son and got very interested in this. He went to the Governor, who went to the Secretary of HUD, who happened to be the previous Governor of Michigan, who happened to have a grandchild who was retarded, so that didn't hurt.

Our work with HUD started in 1970. It took a good three years of a great deal of work between the Housing

Development Authority, State Department of Social Services, and Department of Mental Health, and all of the non-profits that have connection with our Housing Authority. We started working with them in 1970, we started building in 1973, and moved into our house in 1974. Since then, we have 24 non-profits in the State of Michigan that have started building with HUD money. Ten of these are in construction now; five are occupied and five will be occupied before winter. In all 95 persons are housed in the homes, most of them in their twenties.

*[Mrs. Wagner made the following comments during a presentation of slides]:*

The second house we rented is a ranch house and has a cerebral palsy housemother who is wheelchair-bound. One of our local cement contractors ramped the outside of the house, and we are having the inside ramped for her.

The residents of the houses have to make their beds and do their work, take their laundry downstairs, make their own lunch and breakfast. The boys and girls do the setting of the table and helping in the house. Each of the houses has a 15-passenger van, to take the residents back and forth to work and for shopping and group trips. Everybody works in a competitive employment or sheltered employment, as nurses' aides, dishwashers, janitors, etc., and all are paid. A portion of their earnings goes toward their room and board and is deducted from the $10.75 daily paid by the state for their maintenance.

They make their own lunches before they go to bed at night and put them in the refrigerator. Each gets his own breakfast but dinner is a family meal for all. We belong to a YMCA group and go out there to camp four times a year. The adult retarded in our community have a great many recreational choices. We use all the community resources we possibly can through church and YMCA.

**LUNCHEON SESSION:**

*Wednesday, September 11*

**Presiding:** FRED J. KRAUSE,
*Executive Director, President's Committee on Mental Retardation*

# Normalization:

## Implications for Developing a National Program for Housing and Handicapped People

DR. PHILIP ROOS
*Executive Director,*
*National Association for Retarded Citizens*

I began work as a Clinical Psychologist some years ago. Some of my colleagues undertook an interesting study; they committed themselves to a mental hospital and after approximately three days in that hospital, they became acutely psychotic. They developed delusions that they were being kept there against their will; that people were plotting against them; that poison was being put in their food, and so on.

When they were finally released, they contended that this psychosis was precipitated by the environment in which they were living. And that any sane individual, even a non-psychologist, would be driven into psychosis were he forced to live in a typical ward of a mental hospital.

Another form of evidence of the potency of the environment is the research on sensory deprivation. I would suspect that any of you sane, happy, well-adjusted looking people would, if placed in an environment of sensory deprivation, very soon begin to hallucinate, to develop feelings of depersonalization, various delusions and, in short, go right out of your bonnet. I am summarizing for you a vast amount of evidence which emphasizes the importance of environment, the impact which the situation in which we live has upon our personality, indeed our very life.

Today we are beginning to use the environment constructively, using principles of behavior modification and human engineering. We are designing environments calculated to modify the behavior of individuals, enhance learning, develop skills, modify attitudes.

We are also beginning to recognize that the environment in which a person lives holds a certain message for that person. For example, if you live behind bars and locked doors, this suggests to you that you must be dangerous. If you live in an environment that has no privacy, and no opportunity for personal property, this suggests to you that you have little personal worth. If you live in a situation of mass living and regimentation, this suggests to you that you are an inconsequential being.

If you live in an environment replete with barriers, which prevent you from free access to the environment, this suggests to you that you do not really belong, that you're not really wanted in such an environment.

If you are living in an environment in which the happy television set is high upon a wall where you can't reach it, which by the way is traditional for television sets in institutions, this suggests to you that you can't touch that, that you're still a child.

There are literally millions of human beings in these United States living in these types of environments.

Where, in fact, do people live? They live in institutions, in dormitories, in apartment houses, nursing homes, military barracks and hospitals, and in houses — the most common pattern. But I want to emphasize that the old adage that "A house is not a home" is indeed true.

So, what makes a home? As I understand it, a home is a place of residence which meets some basic human needs. Some of these needs include: Security, a place where one feels safe. Indeed we speak of a home as a man's castle. It's a place of privacy, it's a place for personal property, a place where one has a feeling of belongingness. It's a place where we belong. It's a place where one has some self-esteem. It's a place where one can control at least a small segment of one's world. A man is king in his home.

All human beings, I contend, have these needs. All human beings have the need to be able to call a place a home.

### New Trends Aid Handicapped

Now the handicapped have a long history of violation of human and legal rights. They have been deprived of basic human needs including the need for a home. And all of you are very familiar with the long-standing patterns of neglect, rejection and isolation. Recently,

there have been trends in our society which are reversing these patterns.

The first of these contemporary trends impacting on services to handicapped individuals is a trend reversing patterns which have generated deviancy. We have traditionally handled handicapped individuals as if they were cultural deviates and generated self-fulfilling prophesies. Now this attempt to eliminate patterns generating deviancy, has usually been referred to as normalization.

In the latter 1960's, the concept of normalization began to bloom in this nation, so that today it's one of the bywords in fields dealing with handicapped individuals.

We need to furnish the handicapped person patterns of life which are as much as possible like those of persons who are non-handicapped as possible. Primary emphasis has been placed on the style of life: Personal property, privacy, a homely environment, a rhythm of life which approximates the normal rhythm of life and so forth. The whole concept of normalization has been incorporated in national accreditation standards for various types of institutions, programs and facilities as well as in litigation.

The legal concept which approximates normalization is the concept of the least restrictive alternative, the concept that the government should accomplish its goals through the least drastic alternative in dealing with the citizenry. Indeed, some of the Federal courts, in ruling on right to treatment issues primarily for the mentally ill and mentally retarded, have used this principle.

The second major trend in the field of the handicapped today, as I see it, is the adoption of a developmental model of handicapped persons. By this, I mean essentially adopting the assumption that all persons are capable of growth, learning and development. I underline the word "all" because we no longer accept the premise that some individuals are too seriously handicapped to benefit from efforts at education, training, socialization, and rehabilitation. Today we totally reject the concept of custodial services. Instead, this developmental model is stressed, the importance of providing an environment and conditions which will maximize human development.

The third trend I wish to touch on is the concept of individualization, the recognition of the uniqueness of each handicapped person. In line with this trend, we are growing increasingly concerned with labeling, with categorizing, with reducing individuals to simple formulas and with regimentation. There is increasing recognition that no matter what the handicap, each person is a unique individual.

The fourth trend I wish to share with you is what I call the trend toward fostering self-actualization. By self-actualization, I mean that each handicapped person should be given maximum opportunity to determine his own course, to shape his own destiny, to make his own choices. He must, therefore, have access to all alternatives, to possible solutions to the decisions in life so that he may select among them. The environment in which he lives must be tailored in such a way as to make choices possible.

**Principles for Housing**

Against this background of general trends in the field of rehabilitation, let me propose to you three simple principles relative to housing for the handicapped:

The first of these is the principle of normalized housing. Housing should deviate from the normative patterns only to the degree that the needs of the handicapped residents will be better met by such deviation. Ideally, the handicapped person lives in exactly the same kind of home as the non-handicapped person. Any deviation incorporated within that housing should be for the express purpose of better meeting the individual needs of the particular person living within that home.

As I see it, then, when we speak of housing for the handicapped we are speaking about a broad continuum of facilities, at one end of which is the typical single-family dwelling with a white picket fence and big cuddly dog. At the other extreme of the continuum, we may well be talking about prosthetic human engineered environments designed precisely to meet the needs of severely handicapped individuals, physically and/or mentally; environments designed in such a way that these individuals will have maximum opportunity to manipulate and to control their environment.

There is freedom for the individual to move from one of these environments to another, preferably from the more restrictive to the less restrictive environments as he develops increasing skills and increasing capacity to cope with this world.

The second principle is the principle of plurality. I feel there should be a plurality of models to accommodate individual choice, differences in life styles, and changing preferences. Most of us, as we get older, change in our preferences. What really turns on a teenager may be a big turn-off for some of you older-looking specimens. And this is equally true for the handicapped.

The fact that a particular type of housing may be well-suited to the adolescent or to the young adult does not necessarily make it well-suited to the married individual or to the individual who moves into the "senior years."

The third and last principle is that in developing housing for the retarded, we must be acutely aware of the need to minimize obstacles so as to maximize the individual's choice and control. Essentially, there are two types of obstacles: first, the physical obstacles, the barriers we often speak of, the transportation problems, in short, any physical hindrance to giving the individual full access to his environment, and control of same. In many institutions I note, for example, that the unfortunate victims living therein do not have access to the light switch. I see that as a significant barrier.

The second type of obstacle is just as real and may be even more difficult to cope with. I refer to the psychosocial obstacles, the feelings of rejection, of avoidance, pity, isolation, the reactions of the public, which unfortunately are still very much with us. Now, mind you

most citizens love the handicapped, have deep compassion for the handicapped and fully endorse the concept that handicapped persons should live within the mainstream of society, should live within their communities, but on the other side of town. And you're all very familiar with this.

So, as we direct our efforts at housing, we cannot escape the need for continued public information, public education, modification of attitudes, and basically the elimination of the implicit assumption in our society that there are degrees of humanness, that there are degrees of citizenship, that there are degrees of justice.

To conclude, our conference is really not a conference on housing, it's a conference on people. Housing concretely symbolizes society's values. Housing can symbolize economic preoccupations when the main criterion is cost: Will it cost less to put them in a group home than in a state hospital? Housing can symbolize expedience, and we are seeing a lot of this in the current trend toward deinstitutionalization. Get them out. Dump them out of the institutions.

Housing can symbolize selfishness and intolerance when we say "Sure, let's have the group home but let's put it on the South side of the city." Or housing can symbolize humanistic values. Housing can symbolize the fact that our society cherishes individual rights and is founded on the principle of fostering the brotherhood of man.

This conference on housing is a recognition that there are unmet needs of millions of our fellow citizens in this country. Our accomplishments here may help to shape the destinies of these persons. Their future is in our hands.

**AFTERNOON PLENARY SESSION:**
*Wednesday, September 11*

**Presiding:** DONALD V. WILSON
*Chairman, Conference Planning Committee*

# Discussants

## Where Do We Go From Here?

EUNICE FIORITO
*Director, Mayor's Office for the Handicapped, New York City*

The question, "Where do we go from here?" really has only one answer: where we go from here is where we take it. This session involves you. I would like you to react to our presentations positively and negatively. However, before I can go into a series of recommendations or ideas, I think we have to move back and look at some points of philosophy.

At lunch time, Philip Roos almost upset me, but my faith in him was restored halfway through his presentation.

Why am I saying that? Because I believed and believe that in fact, in truth, and in his heart and guts, Mr. Roos is one who is working toward the philosophy that there are people out there who are handicapped and not "the handicapped" or "the disabled."

In the days that I have sat in this conference, I have heard 173 times mentioned "the handicapped, the disabled", *the entities*. One of the things that we must begin to do and work toward is really to state, almost religiously — because then it becomes a part of our philosophy — that, in fact, housing is for people who are handicapped and for people who are disabled.

Unless we make this a personal commitment, we will, in fact, be talking to ourselves and each other, not only again next year, but also perhaps twenty years from now.

Secondly, in the point of philosophy, I would like to raise a question. The question is that housing, if it's a problem of all disabled people and relates to all the people who are handicapped, why are there not at this conference representatives of other disability groups of people?

If we are starting to do something, we must start from the beginning being totally inclusive of all of the people. Why are there not, or if they are here than I am not aware of it, representatives from the field of persons of emotional disturbances, organizations of the deaf, of the blind? I know that some of the agencies that are represented here react, work toward and with such persons, but somewhere along the line, we must begin and include all of the people who are handicapped because we must represent all of those persons.

A third point in philosophy: Each of you, including myself, came to this conference to learn. But you came representing NARC and you came representing the Epilepsy Foundation and you came representing Easter Seals of Tim-buk-too and Goodwill of Oshkosh. I came representing the Mayor's Office for the Handicapped of New York City. What I'm really getting to is that as

leaders, as professional persons, as consumers, we must move toward accepting the fact that we are beyond the day of vested interests. If we are going to deal with and solve the problem of housing or transportation or any other issue that faces all people who are handicapped, we must begin to divest ourselves of our own individual agency's specific concerns, and coalesce, move together, feel together and plan together.

The pieces of legislation that have come out, the most recent one on housing leaves a lot of leeway for NARC, for Goodwill, for Paralyzed Veterans, all to go out there and get their single or ten buildings in different locations in this country.

And Goodwill will get a great name and some handicapped people, whether they be physically or mentally handicapped, will have housing. But in fact and in truth, we will not have tackled the problem. The problem is not only housing, it's developing a skill and being able to relate to and communicate with other people in our society on the specific needs of people who are handicapped: whether those needs be housing or whether they be transportation or whether they be employment.

We have seen that there does exist a need for involving ourselves, whether on a local, state or Federal level, with other professional groups. We, the disabled and the organizations that work with them, have isolated and insulated ourselves.

For the most part, our Boards of Directors should work with the community. We have not touched base with the many organizations, planning associations, architects, urban design groups, whatever the organization; we talk to ourselves year after year after year and wonder why society out there does not respond.

Perhaps it's time that we move toward reaching out and saying "Do not accept us because we want charity but because we are equals. What you're doing for others, do for us."

To sum up thus far, there appears to be a need for this body, before it can look at where it goes from here, to consolidate a statement of philosophy and policy.

What do we believe in? It's incumbent on us to develop a methodology for a coalition. There are two questions: One, should it be with the many groups out there on a national level, or should it be a national coalition? Two, should it really be a new coalition, or should we join forces with some existing group?

Is there such a thing? To those questions I would like you to react, because I don't have the answer. I have some personal gut feelings. We must make a decision before we leave here tomorrow that we want and will commit ourselves to moving forward either as an entity of a new national coalition going to the Federal Government or better to a private foundation, where there will be no strings attached, and saying "Let's get this thing off the ground and move."

Or perhaps we may want to consider the fact that there is a new coalition that has already been started and incorporate into it. It is called the National Center for a Barrier-Free Environment.

Now we can get into philosophical hassles: does it include mentally retarded people? Does it include this group or that? The fact is, as Mr. Roos said, we are concerned about not only housing for a house is only a place. The place is in a location. That location is in an area. The house contains people. People relate to a community. Community means citizenry. Citizenry means government.

It's important that we make some decision on this coalition. There is a dire need for this coalition to serve the following functions: one, to collect data. Realize how much you have taken in this one day. Do you realize how much of this information is not out there? The questions that are being asked are all indicative of the fact that somewhere there needs to be collected the information. It needs to be stored and retrieved, let alone being understood, analyzed and commented upon.

Secondly, this coalition must serve as a monitor. What is going on in the field of housing, environment, and in government? And from that monitoring, it must thirdly develop a plan of action which could include education, public relations and lobbying.

Fourthly, this coalition must be charged with not only developing but also negotiating the strategies and testing them out, and then letting those of us on local, State, and Federal levels know what is going on and how to do it.

I can only say to you, in closing, that both those who serve the disabled people of this country and people who are disabled have the moral obligation today of pulling ourselves up and moving toward a plan of action, because not only is it necessary and needed, but also if we don't, it either will not be done and we'll be talking to ourselves ten years from now, or someone else will come in and do it in a way that is not acceptable to us and we'll be denied our responsibilities and our rights.

Those are our rights as people and as professional persons.

MARIE MCGUIRE THOMPSON

"Where Do We Go from Here?" What's the role? What's the problem? What do we have to face and how do you finally launch a comprehensive program as a part of the philosophy of the nation and government that everybody shall have an equal chance to participate in the housing resources, even when the resources are limited?

I see only two barriers: physical barriers, which prohibit use by the handicapped, which need not exist and represent social and psychological deprivation, and secondly, human barriers — our failure to recognize, broadly and authoritatively, the place and importance of living arrangements as they impinge upon the lives of people and our failure to organize and develop consensus on a national philosophy that must precede a national housing program.

This does not in any way detract from the efforts that have been made by individuals and organizations such as we saw a few examples of this morning, but rather to plead for forceful united action for a program to alleviate the housing problems of many, rather than settling for the alleviation of those problems for a few.

This conference speaks to the removal of both the physical and human barriers and points out certain specific actions that must follow if the need that brought us together is to keep us together.

We need not look too far back for a good example of the success of coordinated action: the housing programs for the elderly which started only in 1956 but which today are so strong that they cannot be stopped regardless of what political policy might be at any given time. Housing for the elderly is a firmly rooted part of the housing market.

And that's exactly what we need with respect to housing for handicapped persons. We have had some legislation since 1964, but very little housing has resulted and there are many reasons for this, the primary one being the absence of any coordinated action by all agencies.

As I read the journals of your various organizations over the last many years, it was rare indeed that I used my scissors to clip an article about housing. Once in a great while, a little article appeared saying something vague about housing, indicating limited recognition of the importance of the living environment and how it impinges on the lives of your constituencies.

I have gone to meetings over and over of various organizations represented here, and many not here, and not heard one word on housing.

Over the years, perhaps someone might ask rather timidly to be a resource person and speak for about five minutes on housing, but that was the beginning and end of it and everybody went home and forgot all about it.

Hopefully, this conference will change that situation. It's already beginning to change in the last few years. Comparatively, there has been a tremendous change in the growing interest in housing in the journals of professional organizations you represent here.

A coalition of agencies could generate more interest and lead the way to knowledge of and demand for this emerging new housing market. And I use that word "knowledge" because until we create knowledge of a market we'll have very little response from the builders and the developers, the architects or anyone else in the developmental and planning field.

There must be a market and the market must be known. It must be recognized, followed by refinements of the specific requirements and special nature of the housing we seek.

But first we must have that market. Your goal, I think, is a national coalition. The goal of such a coalition would be stated as a national housing program designed for the physically or mentally handicapped person, free of those barriers that limit ability to cope with a normal environment, housing that provides services that are needed, and that maximizes opportunity for normalcy within the capacity of the occupant as well as providing opportunity for involvement in the community.

This can be achieved by a national coalition that melds the knowledge and experience of each agency on the varieties of housing responsive to a variety of needs.

**Eight Ways to Achieve Goal**

I suggest eight recommendations for achieving this goal: First, there must be a coherent and consistent Force, with a capital F, behind any housing program. This Force could be a new national agency interested in a wide variety of housing types and services in keeping with the needs of the individual constituencies, and with a shared philosophy or goal. Therefore, the first action is agreement on the need for joint action, establishment of a coalition or Force dedicated to housing and determination of the most effective and economical path to accomplish it in a minimum time span. Such a cohesive organization among agencies with different constituencies could establish a new independent housing organization or it could join with an established professional housing organization to provide in exchange for membership fees, the kind of specialized services and guidance needed.

Secondly, whatever the organizational mechanism, such a coalition for housing must initiate or keep informed on legislation: must formulate sound policies to underride national programs; must help to perfect legislation; must provide assurance of the achievement of broad rather than limited results; must watch, nurture and at times draw battle lines at all levels of government, Federal, State or local.

These activities are needed today with the passage of the 1974 Housing and Community Development Act which specifically recognizes special user groups and opens wide the door to program formulation. The Act needs close analysis and timely overview of regulations that soon will be issued by the Department of Housing and Urban Development.

This is not to suggest criticism for its own sake, but rather to assure workability and achievement of the full

legislative intent, which requires both surveillance and effective input into these regulations. This opportunity must not go by default. National organizations interested in the elderly already have organized meetings with the Secretary of HUD, already have prepared their thesis, their documents, their own version of what the regulations ought to be in order to meet with him on their view of what must come out.

Third, to activate a housing program, there must be interested housing sponsors, public and private, as well as active agencies to build in those service ingredients that will in fact provide the most normal and independent life style for the greatest numbers. The concept of care being synonymous with institution must be overcome, except in those situations where such care is in fact required. There should be some scale or measure to determine under what conditions the individual can relate to and benefit from the setting envisioned, calling upon your expert guidance to forestall any depriving of care where the individual needs it.

**Change Attitudes on Handicapped Persons**

Four, increased efforts must be made to change public attitudes with respect to the handicapped person in addition to professional organizations or limited numbers of individuals who have personal or professional reasons for their interest. Handicapped persons must be seen and known as neighbors and friends to overcome zoning difficulties due to ignorance or apathy which can so effectively slow or stop otherwise feasible programs in neighborhoods that promote well-being. Here again, a force or coalition representing all handicapped persons can be most effective.

Five, there are now many public and private housing sponsors who would be responsive to the needs of the handicapped if alerted to their own statutory authority and moral responsibility to become involved in this market. For example, until a year ago, only four or five local public agencies, local housing authorities, had gotten into the field of housing for the handicapped. Many organizations dedicated to the handicapped stay away from local housing authorities because they feel this is some sort of political set-up. All sorts of misconceptions and ignorance about the capability and scope of these public agencies exist. Yet I doubt if there has ever been a piece of housing legislation so broad in scope or opportunities for so many, as the low-rent housing program.

I suspect that at least half of you have never gone to your local housing authority, or to your citizen boards and said "Look here, we demand that some of those allocations of units be earmarked and designed and developed for people who haven't yet had their fair share of your housing resources or efforts."

In addition to a coalition of organizations for engineering the various aspects of the need, it needs to generate new housing sponsors, not just rely on the old ones, new sponsors who, if they feel they can make even a limited profit or accomplish a humane goal, will be ready and willing to enter this field.

**Be Sure Services Are Available**

Six, we must recognize that special housing programs have at least two distinct parts: the physical structure hopefully with barrier-free design, and the social content whether provided by the family, by service agencies, by surrogate parents or other means.

No matter the source of funds, wherever you turn, whether it's Federal Government or banks, if you don't have assurance first that the needed services to support the operation are there and that continuity is assured over the amortization period, you have very little chance indeed of receiving either insurance, or loans or grants, or any type of financing.

More and more funds will come from the Federal Government to the States and thence to local communities. Our goal is to schedule availability of service funds with housing completion. Another is to earmark specific housing funds for the specific housing user. A service agency could be the housing developer with a servicing component in house. Or the State could decree that some portion of State service funds be used in conjunction with the State Housing Program for the handicapped. This is another level of coordination. But if all agencies could agree on the specifics of bringing the two sides of the service-housing funds together, it most certainly would speed the approval and construction of housing of whatever type.

A coalition of service agencies represented at this conference, and those who are not here, must give this problem high priority. I would not suggest that housing agencies, as presently staffed, with major concern for structure and finance, be given responsibility for determining the client's ability to live in a given type of housing or environment. The intake and operational policies of housing must be discharged by staffs trained in the required behavioral or social sciences and competent to create a social milieu that is both desirable and beneficial. Most housing sponsors or agencies do not now have this kind of competence at any level of government.

Seven, organizations that seek housing programs of any kind recognize that while the Federal Government can be looked to for financial aid, for appropriate research, for workable regulations and other forms of national leadership, housing will come about only through the interest and work at the local level.

If there is no local interest, no local action, no local sponsor, no local effort to alert the public to grievous need, there will be no housing. On the other hand, strong local action can influence legislation, help formulate regulations, determine the dimension of the needs in their locality and, currently, determine whether the local housing need for particular constituencies finds its way into three-year community planning programs that hereafter will be submitted to HUD for funding. If that

interest is not there, there will be no housing of this type in your community.

The President, in signing the Housing and Community Development Act, stated that it specifically provided for "distributing Federal funds to communities according to their need." He further stated that "decisions will be made at the local level, action will come from the local level, and responsibility for results will be placed squarely where it belongs, at the local level."

**Coalition Needs Local Counterparts**

This certainly tells us that any national housing coalition that might result from this conference must have strong local counterparts to insure that the housing needs of the local handicapped citizens are included in the community's plan, if they are to receive their just share or any share at all of the local apportionment of Federal housing funds, through block grants and revenue sharing.

The 1974 Housing Act provides for local citizen participation in development of its housing component. The door is open to identify our needs and objectives. Following that, we must be prepared to carry out programs in a timely manner. Don't get agreement for a program in a city and then fold up. The second step must be development of a plan, interesting the proper sponsor, and finally a workable operational plan.

Eight, and finally, another area is to ready ourselves to participate in the special research authority of the Act, which outlines the kinds of housing demonstrations the Congress wants. It seems to me that a coalition of agencies would be in a very strong position to take advantage of the special demonstrations to determine "the housing design, the housing structure and the housing-related facilities and amenities most effective or appropriate to meet the needs of groups with special housing needs." This is truly a breakthrough in national social policy.

The Act states further that "preferential attention will be given to areas of user needs most neglected in past or current demonstration efforts." Under this section, actual housing may be built using the financing mechanism of *any existing assisted housing program.* Most significant, however, is the fact that existing regulations on all these programs can be set aside if they are a barrier to achieving the kind of housing needed for the particular users. Hallelujah!

This is a great step forward because it takes care of the problem of the definition of family, of minimum unit requirements and other regulations that have been an impediment in the past and sometimes caused us not to be able to achieve economic feasibility for special types of housing. This indeed is a great opportunity and I think again must not be passed by.

Within any such demonstration would be opportunity also to take a close look at the hundreds of thousands of HUD-held housing units existing in communities in this nation which might be available. They might just be what you're looking for, given some level of rehabilitation.

Don't overlook the urban homesteading potential. This is another possibility for use and in groups with whom you have interest. Our goal for the future is a statutory housing program for the mentally retarded, which now relies on an administrative decision for eligibility — a weak reed since it could be revoked at any time. We must push for a regular and clearly defined housing program for the mentally retarded, the developmentally disabled, the more severely handicapped while also working for the removal of architectural barriers in any and all housing.

**White House Conference Favored**

Finally, other actions include the need for market survey techniques, specific definitions of potential users, feasibility standards and guidelines for design, as well as determination of when in-house or community-based services are best. Promotion of a White House Conference on the Handicapped is another goal among the host of concerns that probably can only come about through the loud voice of organizations combined together to achieve a livable environment for all citizens and in particular, their constituencies.

For all share the need for the right kind of housing within one's ability to pay. . . which is what you and I need.

It's not easy. But we are pioneers and when has anybody said that pioneers have ever had an easy time of it?

**Excerpts from Question Period**

Rev. Richard Winter of Tucson, Arizona, proposed that a national coalition might pool existing housing programs into a resource bank so that groups in one community could benefit by the experiences of other communities that might be applicable. Frank Ball of Indianapolis suggested that such problems involving both private and governmental agencies might be handled by asking for a White House Conference on Housing and the Handicapped to provide a neutral ground. Mercer Jackson noted that there is now a resolution before Congress for a White House Conference on the Handicapped, and housing could be as big or as little a part of it as that conference might want to make it. Mrs. Sandra Leimer proposed that organizations might instigate support for a conference, and it was suggested that the proposed coalition might also advance this.

Larry Kirk commented on dissemination of information and selling the marketability idea of housing for the handicapped, noting that one of the problems faced is that "we have been trying to sell the idea of a special accommodation for a special group of people. . . HUD is funding a study to develop a national standard to update not only accessibility of buildings but to include housing in all forms, mobile homes, multi-family and single-family units." He suggested that the group should unify and take a direction toward performance standards of accommodations and design of all housing for all human needs as opposed to specialized housing for specialized groups.

Earl Cunerd added people were talking about housing for the handicapped as if this is the place they're going to go and live for the rest of their lives. "How many of us do that? When we buy a home or look for a place to live, we are thinking in terms of the next few years and alternatives. Our needs and our ideas change. When we are young, we don't want to live with old people, and when we are old we don't want to live with the young people. That's the whole problem. Handicapped people are people first and they have the same needs, same desires, same drives that we have, but we approach it differently. Why don't we start approaching it the same way we would approach it if it were our own needs? Then I think we would be on the right track."

**MORNING PLENARY SESSION:**

*Thursday, September 12*

**Presiding:** PHILIP E. RYAN
*Acting Director, Housing Consumer Services Division, Department of Housing and Urban Development*

# Responsibilities of Public and Private Organizations in Providing Housing for the Handicapped

JAYNE SHOVER
*Executive Director, National Easter Seal Society for Crippled Children and Adults*

Today we live in an atmosphere permeated by the phrase "priorities." It is readily admitted that our priorities are in a process of constant change. Yesterday it may have been peace or the elimination of food shortages. Today it seems to be inflation. This meeting's focus and priority is *Housing*, and this morning we are particularly discussing the roles and responsibilities of public and private organizations in providing housing for the handicapped. As a beginning point we must then determine what is the priority Americans give housing today and more particularly, what is the priority that Americans agree the group in which we have such a great interest and special concern — the handicapped — require.

In 1969, the Voluntary Action Program was created to work for the greater realization of the role of volunteers and their contribution to the voluntary effort in America. Thirty-five meetings were called, attended by two thousand leaders — staff and volunteers. The purpose was to advise those who were forging and developing the Voluntary Action Program on what they saw as the priorities of America and in which of these areas voluntary strength could be mobilized in a creative partnership with government, the goal being to solve some of the problems that were so disenchanting and discouraging to Americans.

As the official representative for the nineteen major health agencies, I was hoping to hear strong support for programs of health, particularly for preventative programs which could lessen the incidence and prevalence of catastrophic illness which cause crippling conditions. These meetings had a strong representation of volunteer leaders representing the minority groups — the poor, black, and the handicapped. We heard, loudly and clearly, that the first basic priorities for any human being must be food, housing and employment. In their articulate manner they enunciated the fact that you could not consider the other needs of people until you have the most basic — something to eat, a place in which to live and productive work to do.

The housing needs of the handicapped have been the focus of this conference — like the Voluntary Action Program meeting in 1969, we must move the deliberations of this conference into action.

To move into any action arena, the voluntary sector, as initiators, must have a clear understanding of what the needs of the handicapped are and the implications for translating these needs into solutions. Each step to be taken, and the obstacles to be encountered, must be identified clearly so that we may blueprint the actions more accurately.

The legislative and social changes needed to provide independent and productive living for disabled persons won't be achieved by cynicism, rage, self-pity, or indifference. Opportunities for change yield only to unremitting efforts by people who have resilience of spirit and steadiness of purpose. The art of bringing about change recognizes past success as well as future problems and proceeds like *building blocks* to construct upwards from a firm foundation.

## A Look at Post-World War II Era

With your permission, I will take a few moments to reconstruct the "building blocks" which exist for us as a foundation for some follow-up from this conference: since the past is prologue to the future, let me recall the post-World War II era, a time in our country's history which saw intensive public attention and genuine concern for the returned handicapped veteran and the acceleration in crippling as a result of accidents. These disabled persons were ready to continue education, return to work, and enjoy living in a peacetime society — only to find they were prohibited from pursuing these activities due chiefly to the existence of steps they could not climb, doors they could not pass through, and other barriers. Buildings were perpetuating traditional designs which accommodated only the able-bodied.

Obviously public attention and concern — if allowed to go unharnessed — do not bring about change. This beginning post-war concern, on the part of the public, for a handicapped population became the focus of public education program of the National Easter Seal Society, strengthened by parents groups, and an Architects' Advisory Committee. The object was to bring the needs

of the physically handicapped to the attention of planners, architects, building trades and others. In Washington, a new committee — The President's Committee on Employment of the Handicapped — made a valiant start. So it was not surprising that in the late '50's, a creative partnership between the National Easter Seal Society and the President's Committee on Employment of the Handicapped (PCEH) was forged to launch an all-out effort to eliminate architectural barriers.

Because of the parallels this program has to our concerns at this conference, let us review, briefly, some of the steps which provide some basic building blocks on which we can move ahead.

The first building block was research upon which to build needed standards and a grant was awarded by the Easter Seal Research Foundation to the University of Illinois which was establishing a national reputation for the rehabilitation of its severely disabled students.

It should be emphasized, however, that throughout all of the research, experimentation and development, every attempt was made to deviate as little as possible from what is normally accepted so that any recommendations which would evolve would be usable equally by all people. At no time was this project dedicated to "special" buildings and facilities for the physically disabled.

"Insulating" handicapped persons from the opportunities for education, employment and [illegible] offered in communities to the nondisabled is considered to be no service at all by a large number of handicapped persons. Whenever possible our goal is acceptance, involvement and participation of the handicapped person in the mainstream of their communities.

**Follow-up to Adoption of Standards**

As should be expected, the standards did not attempt to meet every need. They were a beginning, a foundation on which to build. It was, however, the judgment of the Steering and Sectional Committees that they represented strong gains and that if a period of time were allowed for the standards to become accepted and applied it would be more in the interests of the physically disabled than to chance alienating community support by making changes rapidly and regularly. So frequently we learn this lesson over and over again. We try to move America too fast, too far, too soon. If the American public isn't ready to accept some change, our efforts may be futile. (The reluctance to accept safety belts in automobiles offers a classic example.)

The steps taken by both private and public agencies following the adoption of these standards constitute some further "building blocks" for our consideration in relating early efforts to the *housing concerns* of this conference.

1. In 1961 a public education program was launched by the PCEH and the National Easter Seal Society and fortified with the participation of major industrial, professional, voluntary and government bodies. A particular responsibility of Easter Seals was the enlistment of support of the mass media including press, radio and TV to bring the story to the American people. Once again, the partners working with a vast number of public and private agencies moved the program into every state. Today 49 states and the District of Columbia have passed legislation requiring elimination of barriers in publicly-owned buildings.

2. A National Commission on Architectural Barriers was appointed by President Johnson to function under the aegis of the Rehabilitation Services Administration and with leadership from Mary Switzer. The President's Committee on Employment of the Handicapped and the National Easter Seal Society, and the Commission held a series of hearings to gain information.

3. Under the auspices of the American Institute of Architects, the third major partner in this movement, plans were developed to inform architectural students and practicing architects of the existence and the key role they would play in developing a barrier-free environment. Regional seminars concentrated the attention of practicing architects on the standards.

**Community Action Stimulated**

4. The National Easter Seal Society provided a special staff to stimulate community action and increase public awareness of the barriers. The mass media accepted the challenge and in the press, over the airways went the story. Concentrated effort was made to reach every base of influence realizing that involvement and participation are special ingredients for achievement. Moving in concert with public education were the education efforts for special groups in their trade journals, bulletins and newsletters.

Community checklists were developed as well as inventories and a battery of materials for use by dedicated volunteers in assessing the status of barriers in their communities.

In addition to gaining the cooperation of these publics, we also realized such "serendipity" as:

—The National Park System conducted a survey of over 200 units to determine to what extent national parks were accessible to the handicapped.

—Hertz Corporation agreed to provide rent-a-cars with hand controls in nine major cities across the country.

—The National Council of Churches mailed the "Standards" and a "Fact Sheet" to its members.

—The Otis Elevator Company developed an economic lift to make existing multi-story buildings more accessible to wheelchair users.

The Architectural Barriers program is continuing in a relentless fashion and gives us a model and a base so that this past can indeed be a prologue as we enter a new arena of housing.

**Where Are We Now?**

So, where are we now? The principles of integration, when applied to living arrangements for the disabled, require a commitment for high-priority action programs on the part of every public and private agency concerned with the handicapped. We have had evidence of a variety of models in the discussion session at this conference.

1. Independence Hall, in Houston, impressive for its 290-units, for the range of conveniences it offers for handicapped people with every disability. It testifies that when handicapped consumers are involved in the planning stage, a higher degree of success is realized.

Equally impressive are the housing-for-the handicapped projects undertaken by religious groups such as the Pilgrim Lutheran Church of the Deaf in Los Angeles, the Christian League for the Handicapped in Walworth, Wisconsin. . . and by consumer groups such as the Paralyzed Veterans of America, the Massachusetts Association of Paraplegics, Chicago's Disabled Residential Enterprise, and the National Association of the Physically Handicapped.

2. The Massachusetts Council on Specialized Housing offers still another model. An outgrowth of a special task force of that State's Easter Seal Society, the Council exemplifies success possible for insuring appropriate implementation of Housing Laws on state and municipal levels when laws are closely monitored.

3. The alternate living arrangements program of the United Cerebral Palsy Associations with its emphasis on non-institutional settings, and the "Right to Choose" published by the National Association for Retarded Citizens, suggest action programs for communities across the nation.

4. Cooperative efforts between local Housing Authorities and voluntary agencies serving the handicapped have resulted in the implementation of the integration principle in numerous locations. In Oregon, the Easter Seal Society arranged for locating tenants with handicaps to occupy a specified number of units in a housing project. However, the vacancies which exist in some of these specially adaptive units testify to the education program still needed among those persons with handicaps as well as those who are non-disabled. Our question must be why? Are the needs of the handicapped not yet plainly identified? Are attitudes of their non-disabled neighbors still not accepting? Was the housing project out of the stream of the needed available services — transportation, shopping centers, et cetera? Answers must be found for the question of why these vacancies exist.

5. A broad-based representation of private and public agencies makes up a special Ad Hoc Committee to the President's Committee on Mental Retardation to study Building and Fire Protection Codes as they relate to housing for the developmental disabled.

6. The HUD Contract recently awarded to the School of Architecture at Syracuse University to update and expand ANSI Standards is an example of public and private partnership. The President's Committee and the National Easter Seal Society which requested this study from HUD, will play a continuing role by lending assistance to the project, by developing public awareness of the Project and building support for the final standards. Other agencies will also have a role. The new Standards will also be submitted to the Standards Branch of the Federal Housing Administration of HUD for inclusion in the Minimum Property Standards.

From our experience with HUD's directly concerned staff, we have every reason to feel confident that they can carry out their role as well. Because HUD has a major role in Housing, I feel comfortable and assured with the present staff believing they share our concern on the importance of housing for the handicapped and are willing to work with the voluntary sector.

7. Another example of recent efforts on the part of public agencies is the establishment of the Architectural and Transportation Barrier Compliance Board as provided in the 1973 Rehabilitation Act. Representatives of HUD will serve with representatives of other Federal agencies to investigate actual compliance to regulations mandating accommodations for the handicapped in housing, transportation, and public buildings.

8. Less than one month ago, on August 25, another milestone was reached when provisions supportive to projects for removing architectural barriers were included in the Housing and Community Development Act signed into law by President Ford. This has been well reported to the Conference. It is the latest of the progression of "building blocks" that have been constructed upon the foundation of pioneer efforts beginning more than 25 years ago. Each block we build is a direct result of increased public awareness and commitment to assimilate handicapped persons into communities through housing that meets their needs.

**Now. . . Where Do We Go From Here?**

The accomplishments to date have been achieved through combined private-public efforts. An article in *Fortune* magazine claims that "the great improvement in U.S. housing conditions since World War II is almost entirely the handwork of private industry. . . the force which will do the most to shape the future of housing in America will be the forces of the marketplace."

Nevertheless, the Housing and Community Development Act, signed last month, reflects the leadership role that government has had to assume in the face of the fragmented housing programs now being initiated by the private groups with which we are all acquainted. Obviously, then, it is once again a partnership that is needed between the public and private sectors, including business and industry.

Areas for public funding have been specified in the Housing and Community Development Act. For example Title V of the HUD Act of 1970 is now amended to authorize special demonstrations to determine housing design, structure, housing-related facilities, services and amenities to meet the special needs of the elderly and the handicapped.

Also, further research must enable us to learn about the handicapped persons and their priorities in housing.

It no longer seems the paradox it was once perceived that the wider the range of public services and expenditures, the more the demand for voluntary help to guide and monitor. The scope of strategies and the imagination employed by both public and private groups in achieving adequate living arrangements for the disabled deserve commendation. But there is a long road ahead. Looking forward. . .

1. An all-out effort is needed to stimulate innovations on the part of designers and engineers who develop the materials and furnishings that go into housing units. For example, they need to know that a person in a wheelchair or handicapped by weak hands often finds it difficult to open or operate ordinary drawers, door, light switches, and other household equipment. Some European countries may be ahead of the United States in this respect. The Dutch, for example, have designed a special shallow stainless steel sink at which it is possible to sit comfortably in a wheelchair. The Fokus Community in Sweden offers another model for our consideration. In addition to providing apartments for the young handicapped in ordinary rental housing, the Fokus Society encourages tenants to avail themselves of its services which are designed to help. Great Britain, through its vignette programs sponsored by the Disabled Living Foundation, offers still other models.

2. The Architectural and Transportation Barriers Compliance Board held its first hearing in San Francisco in June. Future hearings provide opportunities for voluntary agencies to alert public agencies to the need for research, planning guidelines, demonstration projects, public education and some of the other issues identified at this Conference. Will the voluntary agencies be there?

3. The forums of exchange such as those afforded by this Conference and the continuing exchange provided by the two established President's Committees help to coordinate major efforts for appropriate housing for the disabled. To remain in isolation today is to relinquish leadership.

Allow me now to briefly capsule some of the public and private responsibilities I have touched on as they relate to housing for the handicapped.

**Responsibilities of Private Organizations**

1. *Identify* the special problems through research and study with strong involvement of the consumer. Know what the handicapped needs are as identified by themselves.

2. *Develop* an effective program of education that reaches into all segments of the population with special attention to those groups having involvement and relevancy to the field of housing.

3. *Assess* the resources at hand for developing education programs recognizing the important contribution to be made by involving handicapped persons who constitute an important reservoir of strength yet relatively untapped in this country. America needs the resources of all of her people.

4. *Recognize* the responsibility of voluntary agencies to assess the need for legislation and monitor the legislation presently on the books. Voluntary agencies must be effective spokesmen for the handicapped recognizing that sympathy is fast fading from the horizon. Our spokesman's role must be backed up with solid facts resulting from careful research.

5. *Identify* such controversial subjects as subsidies and be prepared to conduct in-depth studies on the "pros" and "cons".

6. *Seize opportunities* for demonstrating methods to effectively utilize public housing funds. Under Title V of the HUD Act of 1970, for instance, we have opportunities for both long-term and short-term research to pull together the findings of current housing programs as they relate to such areas as:

tenant selection
integration vs. independence
current Building Codes
furniture design.

Also, further research must certainly enable us to learn more about handicapped persons and their priorities in housing.

7. *Utilize* the wealth of manpower available to voluntary agencies through its informed and articulate volunteers who can communicate more effectively sometimes than professionals to business and industry and all segments of the general public. The success of our programs depends upon the degree we utilize this reservoir of volunteer manpower.

**Public Responsibilities**

1. *Construct* a mechanism for continuous assessment of housing needs through the compilation of statistical data, surveys, etc.

2. *Respond and relate* to the private voluntary agencies through advisory task forces and ad hoc groups.

3. *Develop* channels of communication with the private sector including business and industry. The proposed hearings of the Architectural and Transportation Barriers Compliance Board offer such opportunities.

4. *Strengthen* the enforcement of special accommodations for handicapped and the elderly in housing laws by making it a condition for funding.

5. *Provide* adequate funding for needed research and demonstration projects to test innovative solutions to the housing problems of the handicapped.

In conclusion, let me offer a suggested direction for those of us who represent the voluntary community at this conference. As spokesmen for volunteerism, let us see ourselves not so much as a total system to resolve the problems of housing for the handicapped — but rather as a catalyst that stimulates other systems (including business, industry and government) to respond to these needs. From early planning to finish, voluntary agencies must serve as catalyst, motivator, stimulator, communi-

cator, monitor. Through its reservoir of advisors for public programs a continuous, vital partnership can be assured between the public and private sector — both essential dimensions to any housing program for the handicapped.

From this conference, I hope it is evident that what is needed is not more agencies but rather improved efforts on the part of existing agencies — both public and private. Let us, not set a model for implementing Parkinson's Law — let us, rather reaffirm our commitment to build upon the blocks already available to us.

"Great ideas," wrote Albert Camus, "come into the world as gently as doves." By listening to each other we may hear the flutter of wings pointing us on the road to achieving our goals. This road, I would venture, is a familiar one to all of us at this conference — plus many more who have an unyielding tenacity to our mission. The goal is in sight when we travel it together.

# Discussants

CHARLES A. GUELI
*Director, Community Design Research,*
*Department of Housing and Urban Development*

I basically concur in the comments made by Jayne Shover concerning the role of both the public and private sector in housing for the handicapped. Specifically, I am involved in a research function within the public sector. I would like to address myself to that research function and to some of the things that I think you would find useful in formulating whatever actions and strategies will come out of this session, strategy that I hope will be action-oriented.

As you know, HUD has a number of major activities; I think you can categorize those activities into production, management and research. Most of you, I am sure, are intimately familiar with both the production and the management side; not too many people know the research side. Research is a relatively new function within HUD, as housing for special user groups is a relatively new part of the program research.

I would like to discuss very briefly how the research organization is structured, what we have been doing in the area of housing for the handicapped and what I think we can do under the new Housing Act.

Basically there is an Assistant Secretary for Policy Development Research who has two basic functions; to assist the Secretary in developing policies for the Department and to conduct research and demonstration projects.

These research and demonstration projects also have two basic functions; one is to assist the other operating assistant secretaries within the Department with their research needs, research needs that are identified in the process of operating their respective programs.

The other is to conduct applied research in areas that are in HUD's mission, one of them being housing for the special user groups.

Up to and through 1973, the handicapped housing program in HUD had been tied and is still tied to the elderly housing program. As you know, the basic policy in HUD has been to set aside ten percent of the housing units that have been built for the elderly, for handicapped.

Those units were to comply to the basic American National Standards Institute standards, the "A-117 Standards."

The number of units that have been built under that program are not that impressive, although the programs have not been in existence for more than eight to ten years. I think we have built about 50,000 units, which is about ten percent of our total production up to '73 in the public housing sector in housing.

For housing that was built specifically for the handicapped, we have seven projects. The standards that those projects were built to, were the "ANSI-A-117 Standards."

In terms of research up to now, we have done relatively little in terms of the housing for handicapped persons. In the last couple of years, we have done various evaluations, some identification of needs which were in two basic projects that HUD undertook, in Vistula Manor in Toledo and Highland Heights in Fall River.

We now have, within the last two years, embarked not on a total program, but through an increased awareness of the need, on three major research projects directly related to housing for the handicapped.

The major and most important one is the one that Jayne Shover alluded to, and that is with the help of the National Easter Seal Society and the President's Committee on Employment of the Handicapped.

We are co-chairing a research program that is being undertaken by Syracuse University, which will revise and expand existing "ANSI-A-117 Standards."

Now this has very important implications. The "A-117" standard is now being used by most state legislatures for preparing legislation dealing with production of housing for the handicapped. I think it has been adopted "in total" by about five states. Of the remaining states that have legislation, the majority of them do reference or reference part of the standard.

The research, as it is structured now, is basically in two parts; one is the gathering of material and the analyzing and evaluation of the existing data which will lead to a formulation of preliminary standards which would take approximately eight to twelve months.

Then there will be an extensive testing of those standards in actual models and situations for a number of months. We will have a review and a final formulation of the proposed, revised and expanded standards.

The importance of the standard is that it expands from the area of public buildings, to which the standard now addresses itself, to the area of dwelling units, and also incorporates the exterior site facility adjacent to both public buildings and private buildings.

So we will have in this new proposed standards a complete package: public building, residential building and exterior sites.

The second part or the second product of that research will address itself to the minimum property standards at HUD and will propose revisions to that standard.

The second project we have under way is a study by the American Society of Landscape Architects to look at and develop guidelines for the design of exterior sites and to make them accessible and usable by the handicapped.

These deal with play spaces, recreation spaces, and interior/exterior interface of both public and private buildings. That research is basically complete and we are in the process of preparing the final report which will be available to you within about a month.

The third major project is a demonstration and evaluation project that we have under way at St. Andrews College in Laurinburg, North Carolina. That is to look at the feasibility of adapting mobile homes for the use of handicapped students at that college, and also to "spin off" and see if it has applicability to the students once they leave that school.

That is basically where we are now. I think the Housing Act for 1974 has very clear and important elements which relate to housing for the handicapped. The innovative financing section in that Act, the new and expanded authority under Section 507, which deals specifically with demonstrations for housing, for special housing, if they are taken advantage of, if you help us at HUD in formulating our strategies and policies in implementing that Act, we can be very productive in increasing both the production and the quality of the housing that we have built and can build for the handicapped.

EDMOND J. LEONARD
*Assistant Executive Director, President's Committee For Employment of the Handicapped*

What I would like to do is act the role of a provocateur and play a little game called "I wonder."

"I wonder" why the topic of this session is called "The Responsibility of Public and Private Organizations in Providing Housing for the Handicapped?"

Notice the word "Providing."

"I wonder" if it should not be "Whose Responsibility is it?"

"I wonder" why in 1974, a conference of this type is still necessary?

"I wonder" if in 1968, when Public Law 90-480 was signed, if that law had been a little more meticulous in its wording, whether at least 90 percent of the problems for physically handicapped residents would now be solved?

The law states that only publicly-owned housing must be accessible to handicapped persons. This, as you readily recognize, is considerably less than one percent of housing starts per year.

Why could not they have said "publicly assisted housing," so that we could have had all of the housing built under FHA and VA insured and guaranteed mortgages under the provisions of that law? Then perhaps 85 to 90 percent of our housing would be accessible, at least, with wide doors and level entrances, and this would satisfy a primary need of physically handicapped persons. As for social services, of course, I recognize it is another problem that requires separate attention.

Why does the initiative here have to be taken by the private sector in providing special housing for clients?

Why do religious groups, like the Lutheran Home for the Deaf — why do "rehab" organizations such as Goodwill Industries — why do voluntary health organizations like UCP or the veterans groups like PVA or organizations of the handicapped like NAPH and Indoor Sports — and those plucky little local organizations with such uplifting names — why do they have to go out and provide housing for themselves and for their clients?

"I wonder" why only seven projects have received HUD approval in the past ten years to be built for handicapped persons? They comprise some 1,100 units in this country out of a total of over a half million units provided for the elderly. I think the contrast there bears contemplation.

"I wonder" why government policy has lumped the handicapped and the elderly together in its housing program? I think this is an unpardonable sin, and the psychological damage here is still most rampant.

"I wonder" if the normalization gap is rapidly vanishing among the younger handicapped population, as a parallel movement to the total civil rights fight?

"I wonder" whether handicapped young people will ever follow their elders into exclusive, cozy little housing units where they can live in segregated bliss?

"I wonder" if we might be building for a vanishing generation, if we do not want to generate compassion for the handicapped? Why do we go on lumping story after story of high-rise apartments exclusively for the handicapped? Can't you see the traffic of do-gooders followed by the local news media going in and out of there with Christmas turkeys every year?

"I wonder" why economic interests have not been encouraging and have not been more persuasive?

I can think of one area in which "dollars do talk" and those are among college administrators. They recognize that if they don't make their dormitories and their housing facilities more accessible, they are not going to get the tuition dollars, so they are doing a great job around the country modifying their campuses.

"I wonder" why our recent housing legislation is so complex, and other countries have been able to do so much in a less complicated fashion? Several of us here in the room attended in June a United Nations Conference in New York. We heard of the housing programs in

Germany and Poland and Denmark, Switzerland, the United Kingdom, and they are not nearly so complicated as we have somehow led ourselves in writing our legislation here.

"I wonder" why this nation has not made a real, complete commitment to providing for all of its citizens in the housing area?

"I wonder" — and I recognize this as "nasty", but "I wonder" why the good Congressman from New Jersey sent a congratulatory telegram to this conference and why we did not receive one from the Secretary of Housing and Urban Development?

And finally, "I wonder" why, but I guess I really don't — why in some countries they shoot "provocateurs?"

**Excerpts from Question Period**

In answer to a question from Ms. Shover on innovative financing in Section 507 of the 1974 Act, Mr. Gueli explained that two sections in the Act are most relevant: the innovative financing section, which calls for some innovative demonstrations within the financing structure for providing housing, and Section 507, which expands HUD's research authority under Title Five into the area specifically for special user housing and identifies handicapped, elderly and low-income. There is $10 million written into the Act for the research demonstrations, but no specific amount for the innovative financing as yet. All of this will be interpreted in terms of policy, Mr. Gueli added, noting that now is the time to have input about implementing the provision, by formulating recommendations and sending them to HUD. Mr. Ryan pointed out that while the authorizing legislation did specify an amount, it is not an appropriation, and this has to take place before the money is available.

Asked about the distribution system for the financing of the research, Mr. Gueli said that distribution will go to all of the major societies and organizations that deal with housing for the special interest, special user groups, the national associations, the professional design groups, the builders, etc.

"We have a pretty competitive list," he said. "In fact, part of the research in the American Society of Landscape Architecture project was to identify all the people, the organizations, and so on, that the material will be distributed to. The availability of the report will be announced by HUD. The report will be in two parts, both of which will become available. One will be a 60-page designer's manual to be used by design professionals on a day-to-day basis in designing exterior environments, and the other will be a rather large compendium of all the research, information and standards we have been compiling over the last 12 months."

A participant asked Mr. Gueli what HUD is doing to help local housing authorities become better prepared to understand the needs of special housing people.

"We hope, that the findings of this research will become available to the local housing authorities," Mr. Gueli replied, "and also become available to our housing management operations so they can make the local housing authority aware of the findings and some of the directions that come out of the research." Mr. Gueli also explained that policies and regulations will be coming out of HUD to implement the Act and that there is a recognized process for public input and reaction.

Another speaker stressed that with the emphasis now for planning on a local level, the local housing authority has tremendous amounts of responsibility for special interest groups. She asked if HUD has had any input into those local housing people or if any is planned to prepare them to deal with the needs of specially handicapped people.

Mr. Ryan commented: The kind of coalition that Ms. Shover was talking about, which may well evolve out of this conference, is going to provide a mechanism, a point of focus, for interpreting the opportunities that are available under the Act for housing for the handicapped. I think there has to be that kind of interpretation through the voluntary sector and collaboration with government to make it work. It is more than the local housing authority. You have to be in communication with a lot of the other entities within the local community about the opportunities.

Mr. Gueli added that the emphasis of the Act is clearly in redirecting the decision-making processes down to the local and state level. "Financing for any community development programs will be through HUD but will be based on a plan developed by the local community. That is where you have to have your impact in formulating those housing plans."

The speaker from the audience then asked if it was the responsibility of the organizations and agencies represented there to provide the local people with the necessary information about the needs of handicapped people. Mr. Gueli agreed that this is a function that has to be carried out at the local level to make oneself heard there.

**CONCLUDING PLENARY SESSION:**
*Thursday, September 12*

**Presiding:** EARL H. CUNERD
*Executive Director, United Cerebral Palsy Associations*

# Reports and Recommendations:
## Priorities and Proposals

Stressing that the conference was about people with handicaps or special needs, not about "handicapped people," Mr. Cunerd warned against over-generalization and categorizing all people in the same way. He emphasized providing the same kinds of options for people with handicaps that others have and the need for assisting people in finding the funding they need to meet the options they happen to choose. He also pointed to the need for persistence in working with local housing authorities and government agencies to implement the new housing legislation.

Individual reports were presented from the four discussion groups. The consolidated recommendations developed from these group reports are presented in the first chapter of this volume, "Summary and Recommendations." Published below are the individual discussion group reports, followed by a brief summary of audience comments, discussion and motions passed, several of which led to the specific recommendations included in the consolidated listing.

**DISCUSSION GROUP A:**
PROGRAM PLANNING — National State and Local Levels; Legislation and Financing

**Final Recommendation:** There is a need to put housing into sharp focus. We recommend that an independent national organization be developed to initiate a plan of action to work on the short-term and long-term needs of the handicapped.

It is recognized that the elderly and the handicapped need to be treated separately:

a. the handicapped do not have the numerical strength of the elderly, and

b. their housing needs are not compatible.

(This is not to be interpreted as meaning that they should not come together around common critical issues.)

The national coalition should not function in isolation but should be part of the ongoing state and local efforts. Specific recommendations for the coalition and its state and local counterparts are:

**Coalition**

1. Data Bank
2. Improved communication
3. Reach decision and opinion makers
4. Change attitudes
5. Impact on the bureaucratic tangle
6. Look into a national needs assessment.

**State and/or Local Groups**

1. Improved communication
2. Contact local housing authorities
3. Assessment of needs on a state and local level.
4. Mobilization of local efforts to develop a three-year plan for communities.
5. Reach decision and opinion makers
6. Change attitudes in the communities when it is indicated
7. Impress on the community the immediacy of the block grant program.

**DISCUSSION GROUP B:**
ARCHITECTURAL AND PHYSICAL PLANNING — Barrier-free design, codes and zoning, building standards

1. The National Center for a Barrier-Free Environment should be recognized as an appropriate vehicle for the concerns of this conference, in mobilizing support for a solution of the problems of housing and environmental concerns for the handicapped and disabled.

2. In light of the current legislation, direction of this group's efforts should be aimed toward state and local housing concerns, as well as at the Federal level.

3. Every effort is needed to open the general housing supply to handicapped people, the vast majority of whom neither want nor need special segregated housing. HUD is urged to adopt policies and programs that are designed to provide as wide a choice of alternative housing forms as are available to non-handicapped people through employment of the principles of adaptable housing design.

4. There is obvious and legitimate need to support evaluation of all housing for the handicapped, identifying good and bad features and preventing duplication of mistakes. Further research and documentation of costs and benefits are necessary in encouraging government officials, developers and builders to become responsive to the need for adaptable housing.

**DISCUSSION GROUP C:**

COMMUNITY SERVICES REQUIRED — Health, nutrition, recreation, transportation, protective services, chapel, counseling, income maintenance, employment, attendant care

1. This conference should go on record as urging all interested individuals, organizations and groups to unite to work toward completely accessible environments and transportation, for regardless of how many and how vast the services may be they will not help many people if they are not accessible.

2. A specific agency and person should be identified at the Federal, State and local levels who will assume the responsibilities for advocating, developing and coordinating completely accessible environments and transportation.

3. This conference should go on record as supporting the development of national health legislation that will guarantee health care to all citizens and that will include but not be limited to attendant care for personal needs, dental care and prosthetics, eye care and prosthetics, necessary orthopedic care and equipment, prescriptive medication and psychological treatment.

4. Every community should develop consumer information and education programs within the public school system, including community colleges, to meet the learning needs of handicapped individuals. These programs should be directed toward increasing the individual's awareness of his potential and the awareness, exercise and attainment of his civil rights.

5. Federal, state and local information and referral centers should be established to assist handicapped individuals and their families in locating appropriate services.

6. Organizations represented at this conference should cooperate to promote the designation of a special week to focus on housing for the handicapped.

**DISCUSSION GROUP D:**

TRANSITORY AND TEMPORARY HOUSING — Special housing required by de-institutionalization and rehabilitation programs; half-way houses and group homes; use of permanent housing

Transitory Housing is a step between an institution or semi-protected living arrangement and independent living. The common denominator is the *need* of the *person* — not groups of disabilities. The goal is to continue to improve, not to program "dead end" residents, to create options giving the client the opportunity to choose.

**Immediate Recommendations**

1. Each representative at the conference should return to his community and prepare a letter of intent for the local government before November 1, 1974. This letter of intent should reflect the agency's support and interest in the "Community Block Funding" which will be the funds for 1975 housing.

2. Locate existing HUD property not being used now, rent it and renovate it if required to meet immediate housing needs.

3. Explore the use of Housing Authority management and funds for the development of this existing property.

4. Form a compliance or review board to monitor construction. Some laws are on the books, others will be added. Yet many buildings are still being put up with barriers and other problems. The review board would be responsible for enforcing this compliance.

5. This group should go on record endorsing the resolution now in the Senate regarding the White House Conference on the Handicapped.

**Long-Term Recommendations**

Another larger conference should be planned for the express purpose of forming an organization to direct and coordinate all housing input. It was suggested that it could be called The National Council for the Handicapped.

a. Its composition should be defined clearly to include the provider of housing and services, the consumer and others.

b. A job description or purpose statement must be prepared with objectives.

c. A plan of action should be written to assure the success of the organization.

d. This could be divided into sub-sections to include Housing, Services, etc.

**Excerpts from Question Period**

One participant stressed that efforts on national and local levels should "be attended by an extensive public information activity so that the message on what we are doing gets into the news media and the public knows about it."

It was suggested that the proposed organization also provide technical services. "If local groups somewhere want to try to process a project through the Federal mechanism, they could go to the coalition for technical services and even possibly 'seed' money in order to get the project processed."

A motion was offered that there should be a national permanent coalition on housing for the handicapped, and that the Planning Committee for the conference should be empowered to explore the establishment of such a group, perhaps serving as an ad hoc group itself, and augmenting the planning group to include representatives of organizations involving all handicaps. The key purpose of the new organization, as stated by Chairman Earl H. Cunerd, would be the "coming to grips" with the problem of housing for people with handicaps. It would also include adequate consumer representation, and its activities would be those

embodied in the conference's long-range recommendations.

There was some discussion concerning a specific direction to the Planning Committee to include those who are handicapped with blindness, deafness or mental impairment in the new organization, but the motion was defeated on the basis that this was understood in the over-all motion creating the organization. Chairman Cunerd stated that the Planning Committee had heard the discussion "and would be guided by the thinking and feeling presented."

**Improve HUD, HEW Communications**

Rita Charron recommended that the conference send a directive to the Secretaries of HUD and HEW to try to improve communications between the two agencies to coordinate knowledge of each other's resources and knowledge in housing support services. Others suggested adding the Secretaries of Agriculture and Transportation. The final motion that was approved also called for establishing a permanent liaisor between providers of housing and services and transportation, to include a working relationship dealing with the problems of housing and all services necessary for housing. It would thus incorporate not only sending annual reports but also having consultants who interrelate in their program planning, in their research, and in their development and support of rules and regulations to implement legislation. It was further agreed that communications to these Departments would be sent by the Chairman of the Planning Committee in the name of the conference.

Larry Kirk suggested that one of the first things the new organization might do would be to draw up a structure about where various types of housing support come from in different parts of government. This would include the Department of HEW in social services, Agriculture for rural communities, etc.

It was also requested that Goodwill develop a news release about the conference to send to the other organizations for their newsletters.

Another suggestion, accepted by acclamation, was that the group request that the Journal of Housing of NAHRO publish at least one article on needs for housing for special users and particularly for the handicapped. Each organization represented was urged to see that articles go into their own journals or magazines focusing on what their spokesman said to give the conference recommendations appropriate publicity.

Chairman Cunerd stressed that public relations is merely another name for education, and urged all participants to "educate the public about what it is we are trying to accomplish and to make them aware of the needs, problems, efforts and to solicit their support and cooperation."

Mr. Kirk reaffirmed the importance of having the planning committee incorporate short-range and long-range plans for implementing education or public relations in the problem of organizational structure, including directives to builders associations, mortgage people, everyone involved in production of housing.

A participant questioned whether the Planning Committee would have the funds to carry out the responsibilities assigned to them by the conference or if there was a need for additional resources. The importance of proper financial support was noted.

Rita Charron emphasized that during the conference, a great deal of differences had been expressed on what special housing needs are, and that each organization now had mandated for it a requirement to state their goals and processes for reaching those goals more formally and more firmly. "When we do have a coalition represent them in the vital areas, they are going to be really representing well-thought-through, well-stated policies, practices and goals in housing, so we do not leave the definition of housing needs for special handicaps to one person or one committee."

**Elderly, Handicapped Separation Urged**

Mrs. Thompson made a concluding statement urging that a strong letter be sent to HUD pointing out the conference position against housing elderly and handicapped together and suggesting that area offices be alerted to the fact that this is not required in the legislation. She also suggested that modification of existing public housing could include making housing accessible. She also urged groups to contact the Citizens Board of their Housing Authorities. She repeated that Charles A. Gueli of HUD Community Design Research had said in his talk that he needs help in trying to decide what kind of regulation to write under the new section on research for demonstration of actually building houses. "That is an absolute must," she said.

Mrs. Thompson also referred to the great "push" for deinstitutionalization, calling for even stronger action to get handicapped or elderly people out of medical or state institutions.

**CLOSING LUNCHEON:** **Presiding:** DONALD V. WILSON

*Thursday, September 12*

# Housing for the Handicapped: A National Policy and Program

DR. ANDREW S. ADAMS
*Commissioner, Rehabilitation Services Administration, Department of Health, Education, and Welfare*

I have a brief statement to read, and then we shall talk about the housing of handicapped people in the future.

"There is a growing population of severely handicapped young individuals in our society who require no more than a certain amount of help with their daily activities of living to be completely independent, but because of the lack of existing programs to provide basic supportive services like these, medically stable handicapped persons are being housed in expensive nursing homes that were designed for people needing daily medical care.

"The absence of adequate living arrangements for people with handicaps is causing many other young persons to remain with their parents, thereby creating a physical and emotional and financial hardship on the rest of the family unit. There are approximately 60 individuals presently in rest homes in the Houston area who do not require the specialized treatment characteristic of quarters in such facilities. Most of them express a desire for greater independence and self-determination. It is surely unfortunate that generally our society has done very little to accommodate to and also to utilize the human resources available in this segment of our society. There is a vast reservoir of productive potential still untapped because opportunities are blocked by small inabilities such as dressing one's self, driving to school or work. Not having the security of knowing that these simple activities would be taken care of, daily, on an independent basis, is certainly a discouraging factor in the motivation of many young handicapped persons. Social growth and a positive self-image are also hampered by these same restrictive physical needs. It should be clear that a program offering a home-help system would be advantageous to the handicapped society and society in general."

Here, I would like to say "thank you" to Rodney T. Shaw, manager of the Independent Life Styles, Inc., a housing project in Houston (that I have just visited), who prepared that little speech for me. I was tremendously impressed by the project and hope that more of you will become familiar with it. I think Rodney, who is a quadriplegic, has probably done a better job in preparing my speech this morning than I could possibly do and will do from here on.

I thought my comments on some important highlights of this meeting so far might help to get our thoughts in focus on where we go from here. I know you will take a ot of impressions and facts away from this conference. A number of ideas which I picked up in the past day or two seem to me to be very significant. Let me list some of them:

1. The new Housing and Community Development Act is the most important tool we have, and the Rehabilitation Services Administration will be deeply involved in it by law through the responsibilities granted to the Department of Health, Education, and Welfare. The law says that HEW programs should be involved to support the housing arrangements for the handicapped and the aged. The comprehensive rehabilitation, health and social services which are needed to completely fulfill the purposes of this new Act are the responsibility of the Department of Health, Education, and Welfare. These must be brought together as needed to make the housing viable.

**Direct Input into Act Needed**

I think it is important that we all understand the Act itself. The in's and out's we will have to explain to our associates, constituents, consumers. It is hard to read. But we need to know what direction to go in carrying out the Act. It is important, certainly, that all of us in rehabilitation have direct input into the Federal regulations that implement the Act. As you know, the Federal regulations explain and elaborate on the meaning of the Act. I think it is important we make sure that all such regulations are drafted in a very positive manner, rather than a negative manner. We can influence this interpretation.

2. The second point I have is: Housing and community development planning should be done together whenever possible. Housing without transportation for access to medical and religious help is ineffective. I think that's a strong point — we must turn away

from the policy of isolation of our handicapped citizens. Meeting their needs should be part of a community's total planning for homes, commercial and other services.

3. A third point: We think it's questionable that the housing needed by the handicapped is identical with the aged or that they be housed together in large apartment houses. We question here whether these should be considered together — the housing for the aged and the housing for the handicapped. In my opinion, they are two separate but highly related issues for housing authorities to work on with the aid of specialists in each field of the aging and the handicapped.

4. Disabled people should be encouraged to use general housing for the able-bodied in the community. "Ghettos" should not be encouraged by providing limited alternatives to disabled people.

**Provide Choices in Housing**

5. Disabled people should have choices in the housing available to them because people with disabilities have many different kinds of life styles and economic levels.

6. While adapted housing is important for both the disabled and the elderly — and may have certain architectural features in common — the handicapped should not be consigned arbitrarily into projects serving only these groups. They should be able to choose.

7. Adequate living arrangements for the mentally impaired and physically handicapped involve not only a physical structure which is accessible and safe, but also an opportunity to interact with challenging, loving and supportive people in the neighborhood who can provide — as needed — important services such as personal care, transportation, employment opportunities, recreation and the like.

8. It is important for disabled people and agencies which serve them to take the initiative in advising the Secretary of HUD with regard to regulations to carry out Congressional intent and to monitor the law.

9. The new law places emphasis on local planning for community development and housing. This includes the specific needs of handicapped people. As soon as possible, local counterparts of agencies and groups at this conference should seek out local housing authorities to press for adequate attention to the needs of the disabled in community planning and housing.

10. Governmental agencies concerned with the handicapped should act *now*, separately and together, to utilize as fully as possible the new authorities in the Act.

11. An ad hoc joint committee or a coalition of agencies concerned with the disabled should be established promptly:

a. to serve as a vehicle for funneling advice to the Department of Housing and Urban Development and the Department of Health, Education, and Welfare regarding use of $10 million demonstration grant money for housing for handicapped and elderly;

b. to bring information and experience together for joint use by the member agencies;

c. to plan strategies for new legislation and adequate appropriations.

12. Disabled people and organizations of disabled people should be full participants in plans to develop housing for people with disabilities.

13. The Federal government can only be a partner in the development of housing and related services. It can provide leadership and some resources, but most importantly it has to be responsive. We in the Federal agencies should be responsive to what you come up with in the way of plans to use the authorities in this Act. It's a two-way street.

14. As we explain this Act to our constituents, we should stress that adequate housing for the handicapped means cost benefits for all Americans. The Goodwill Industries with 15 residential centers and 155 local groupings is proving this every day. Society can benefit from good housing and help for the disabled because the handicapped can be made more productive. They can then pay more income tax. They can help make a better society.

15. When we get serious about returning the retarded and other disabled people from institutions to the community, we've got interrelationship problems: attitudes, prejudices and economics. This is not an easy task. It is one which must be carefully planned.

16. Housing research is essential. I hope all the groups represented here today will come up with sensible and innovative ways of looking at the problem of developing responsive housing arrangements for handicapped people of all ages.

17. Let's not just be talking to ourselves. I'm a little bit disturbed about the percentage of "us" at this conference. It's too high. I don't mean that we in rehabilitation should not be meeting together. I do mean that a higher percentage of some of the people who aren't in rehabilitation should be here. We need to pull in many other groups such as city planners, code experts, builders, land developers, and ordinary citizens so that we don't just keep talking to ourselves. These other people are essential in getting the right decisions made regarding the housing which disabled persons will or won't get.

**Offers RSA Partnership**

I shall conclude my remarks by asserting that Rehabilitation Services Administration will be a partner that you can count on. We want real action from this meeting. We are already involved in some highly significant special projects that tie in with the purposes of this conference:

Number 1. We have a comprehensive study of the needs of the severely disabled going on. This conference and its proceedings will tie in beautifully. We want to make sure that your input gets in to the study since adequate living arrangements are a key to making a productive life possible for the most severely disabled. We want your ideas reflected in that study.

Number 2. We will encourage the state vocational rehabilitation agencies and other public agencies and programs serving all of the developmentally disabled to help local housing authorities to identify and plan for the handicapped.

Number 3. We'll make sure that we get your input into the Architectural and Transportation Barriers Compliance Board where significant decisions and directives about barrier-free environments will be issued.

Number 4. We're establishing the Rehabilitation Services National Advisory Committee. I'll make sure the first agenda of that group will include the problems of housing.

Number 5. We have our operational programs: research, demonstrations, training, special projects. I'll guarantee that wherever appropriate, priority consideration will be given to housing on these operational programs.

Number 6. We will support and cooperate with your national coalition however you want us to. We shall be interested in this and any other organizational efforts as a result of this meeting.

Number 7. We will continue to provide broad national leadership in the dissemination of information and coordination of activities affecting the handicapped. Vitally — and most important — is that we shall be as responsive as we can to *your* action. We want to help.

Number 8. The last one, and of extreme importance, is that we who want better lives for the disabled must develop a national strategy — not a hit-and-miss kind of thing. When we start coming out with proposals, legislation or actions, we may scare some people. They may see many, too many, disabled people wanting their rights, demanding services. So I stress and urge that a careful national strategy be developed through your national coalition.

## APPENDIX

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# The Housing and Community Development Act of 1974

**Special Provisions for the Handicapped, Disabled and Elderly**
**(in order of occurrence in the act)**

*[The following section is part of a detailed interpretation and history of the 1974 Act signed into law by President Ford on August 22, 1974, prepared by Mary K. Nenno, Associate Director for Policy Development, National Association of Housing and Redevelopment Officials, 2600 Virginia Ave., N.W., Washington, D.C. 20037. The complete report, reprinted from the August/September 1974 Journal of Housing, was distributed to all participants in the Houston conference. Regulations issued by the Secretary of Housing and Urban Development, effective January 1, 1975, may be obtained from the Information Office, Department of Housing and Urban Development, Washington, D.C. 20410.]*

## Title I—Community Development

*Section 104(a)(4)—Local Housing Assistance Plan*

—The required plan specifically cites the need to survey the housing conditions and assistance needs of the elderly and the handicapped and to reflect these needs in the local plan.

*Section 105(5)—Activities Eligible for Community Development Assistance*

—Special projects directed to the removal of material and architectural barriers that restrict the mobility and accessibility of elderly and handicapped persons are made specifically eligible activities under federal assistance for community development.

## Title II—Assisted Housing

*Section 201—United States Housing Act Section 3(2) of 1937*

—The definition of "single person" is extended to include those "developmentally disabled" under Section 120(5) of the Developmental Disabilities Services and Facilities Construction Amendment of 1970 (this is in addition to the "physically-disabled").

—The definition of "elderly families" is extended to include two or more elderly, disabled, or handicapped individuals living together or one or more such individuals living with another person who is determined under regulations of the Secretary to be a person essential to their care or well-being.

*Section 3(4)*

—The definition of "operation" is extended to specifically include the costs of "security personnel" as an eligible housing management cost.

*(These definitions apply to both traditional public housing and to the new Section 8 Housing Assistance Payments (HAP) program.)*

*Section 8—Housing Assistance Payments (HAP) Program*

—Federal housing assistance payments may be made with respect to up to 100 percent of the dwelling units in projects designed for use primarily by elderly and handicapped persons (Section 8(c)(5)).

*Section 209—Special Projects for the Elderly and Handicapped under the United States Housing Act of 1937.*

(This provision applies to both traditional public housing and to the new Section 8 Housing Assistance Payments (HAP) program.)

—The HUD Secretary is required to consult with the Secretary of the Department of Health, Education, and Welfare to insure that projects meet acceptable standards of design and provide quality services and management consistent with the needs of the occupants. Such projects shall be specifically designed and equipped with such "related facilities" (as defined in Section 202(d)(8) of the Housing Act of 1959) as may be necessary to accommodate the special environmental needs of the intended occupants and shall be in support of and supported by the applicable state plans for comprehensive services pursuant to Section 134 of the Mental Retardation Facilities and Community Mental Health Center Construction Act of 1963 or state and area plans pursuant to Title III of the Older Americans Act of 1965.

*Section 210—Revision of the Section 202 Program of Direct Loans for Housing for the Elderly and the Handicapped*

*Section 210(b)*

—The definition of "single person" is defined to include "developmentally disabled," in the same way as under the United States Housing Act of 1937 (see above).

*Section 210(f)*

—The Secretary is required to seek to assure that housing and related facilities (as defined in Section 202(d)(8)) will be in appropriate support of, and supported by, applicable state and local plans that respond to federal program requirements by providing an assured range of necessary services for individuals occupying such housing (which services may include, among others, health, continuing education, welfare,

information, recreation, homemaker counseling, referral, transportation where necessary to facilitate access to social services, and services designed to encourage and assist recipients to use the facilities and services available to them), including plans approved by the HEW Secretary pursuant to Section 134 of the Mental Retardation Facilities and Community Mental Health Center Construction Act of 1963 or pursuant to Title III of the Older Americans Act of 1965.

*Section 212—Revision of the FHA Section 236 Multi-family Rental Program*

*Section 212(2):* The HUD Secretary is authorized to increase the 20 percent required proportion of low-income families with additional assistance payments in any project if he determines such action is necessary to meet the housing needs of elderly or handicapped families.

*Section 202(5):* Requires that at least 20 percent of the total amount of contracts for assistance payments shall be available only with respect to projects that are planned in whole or in part for occupancy by elderly and handicapped families.

NOTE: The amendments to the Section 236 program do not include the extended definition of elderly and handicapped persons and families nor the required supporting services specifically spelled out for the traditional public housing program, the new Section 8 HAP program, or the revised Section 202 program. However, sufficient legislative intent in this regard may have been created to permit the HUD Secretary to apply these provisions to the Section 236 program. This interpretation is subject to an administrative determination by the Secretary.

**Title III—FHA Multi-family Mortgage Insurance**

*Section 311:* The HUD Secretary is authorized to insure a multi-family housing project including units that are not self-contained, i.e., so-called dormitory-type housing. The conference report instructs HUD to give special attention to the urgent need to develop such housing in urban areas.

*Section 313:* In rejecting the special provisions to provide subsidized supplemental loans with respect to subsidized multi-family housing projects for the elderly in order to expand non-dwelling facilities needed to serve elderly individuals in the area of the project, the conference committee indicated in its report that the new Section 8 HAP program permits non-dwelling facilities serving elderly in the area of a project to be financed as part of a subsidized rental project serving the elderly.

**Title V—Rural Housing**

*Section 510: Direct and Insured Loans to Provide Housing and Related Facilities for Elderly Persons and Low-Income Families in Rural Areas*

—The ceiling of $750,000 on individual loans is removed.

—The term "development cost" is amended to cover "initial operating expenses up to 2 percent" of all other defined development costs, approved by the Secretary. Fees and charges may include payments of qualified consulting organizations or foundations that operate on a nonprofit basis and that render services or assistance to nonprofit corporations or consumer cooperatives that provide housing and related facilities for low- or moderate-income families.

**Title VIII—Miscellaneous**

*Section 815:* The HUD Secretary is authorized to utilize up to 10 million dollars of appropriated HUD research funds, and to utilize contract authority for development under any federally-assisted housing program, to undertake special demonstrations to determine the housing design, the housing structure, and the housing-related facilities and amenities most effective or appropriate to meet the needs of groups with special housing needs, including the elderly, the handicapped, the displaced, single individuals, broken families, and large households.

# Foreign Programs for the Handicapped

*(A Compendium of Foreign Experience, entitled "Foreign Programs for the Housing and Care of the Handicapped," was prepared for the National Conference on Housing and the Handicapped by the Office of International Affairs, U.S. Department of Housing and Urban Development, Washington, D.C. 20410. This has since been reprinted in a booklet by the Office and may be obtained on request from HUD. Excerpts from the material are reprinted below:)*

The number of handicapped individuals has been increasing in virtually every country over the past 30 years. In many countries, the handicapped constitute nearly ten percent of the population. In addition to the deaf, blind, mentally retarded, and the victims of various diseases such as multiple sclerosis, cerebral palsy and muscular dystrophy, the numbers are swelled by the survivors of several wars, accident victims and a certain portion of the elderly.

Each country faces the challenge of developing a satisfactory design for living for the handicapped, and to assure that they are accorded the same rights as others to equal treatment and opportunity. In many countries, the need for social services has greatly exceeded the funds available, and when priorities were weighed, the disabled were frequently forgotten. As a result, very few facilities designed especially to meet the needs of the handicapped were constructed.

Within the past 15 years, however, there has been a new interest in the handicapped. Architects and interior designers have been developing criteria for a barrier-free environment. Many types and locations of housing have been considered. The overall goal is to normalize the lives of the handicapped, and provide a sufficient number of opportunities so that they can live a satisfying life. Housing is a fundamental element in this normalization process.

The handicapped have nearly always been cared for at home. While this is still true to a great extent, some individuals cannot live by themselves or with relatives. Generally speaking, the handicapped can be placed in three categories:

- Bedridden — individuals in need of constant care and special facilities in a home or institution;
- Wheelchair and semi-ambulant — individuals who could be completely independent in a barrier-free environment, or one with the addition of a few specially designed features, and those who require a certain amount of care or assistance in addition to a barrier-free environment;
- Ambulant — individuals with minor impairments who can lead a normal life with only a few specially designed features.

For those needing complete care, institutions must, of course, be provided. With the added interest in the human environment and quality of life, many countries are experimenting with various types of housing to satisfy these needs. The main types of housing for the handicapped are:

- Homes, hospitals and institutions;
- Integrated units within an apartment complex;
- Villages; and
- Group homes or hostels.

The establishment of institutions seemed for many years to be the best and most economical means of doing something for, and with, the handicapped or disabled. While the word "institutions" frequently triggers negative images of dreary Dickensian places of confinement, there are many fine examples of this type of facility, particularly in European countries. They vary from rural to urban settings, and often estates have been built which incorporate some type of workshop within the development.

*(The statement continues with a report on actions being taken in several foreign countries, including the United Kingdom, Norway, Switzerland, Sweden, Denmark, Germany, The Netherlands, Canada, Australia and Mexico.)*

# A Selection of Poems

BY MORTON H. LEEDS

*[Presented at the Session on "Alternate Models"]*

### Sociologist

How many kinds of nigger can you name?
The fag, the whore, the pimp
The cripple with his limp
The giant and the shrimp
The bentback with his hump
The alcoholic on a drunk
The epileptic in a fit
The moron and the con
The addict with his fix
The blind, the deaf, the dumb
The burned, the scarred, the cut
The psycho off his nut
The dying and the old
But not the young
For the young are but
niggers for today
While we'd never
never
ever
let our niggers
real niggers
get bigger
any bigger.

### The Giant and the Shrimp

It's not just
The doorways and the clothes
We're
not made to fit
in a standardized world
of tables and chairs
planes buses and cars
steps and swings
Those things
into which you slide
your hands your feet
or your rear
The phone booth
bend the head
stretch the ear
The toilet and the bar
The reach too near
or too far
We perceive
a different perspective
We're
just a bit closer
to things as they really are.

### The Bentback

I was born
with the crushed snail shell
on my back
Inside like you
But I have shaped a way of coping
Like the others whom I know
My radar surveys
more than yours
You send
The Look
Your face
a dog-torn book
Your feelings magnified
in the distorting mirror within
Hard to believe I'm married
True?
I've got two kids as straight as you
O K you can touch it
if you like
My misfortune
your good luck

### Cripple

Once I strode like you
so confident
and then the shock
one moment in a car
one foot off
with one show on
The other leg
some butcher's beer

Neither pity me nor scorn
nor joke nor mock
Just accept me
as I am was am
Lest your inner mangle
match my externals torn.

### The Scarred

It's just skin cancer
They say it alone won't kill
Still
It's strawberry red
skin lividly dead
The amoeba takes over and grows
My God how it's spread
Each day in its grip
I die just a bit
Am I scared?
Well
At least I'll be spared getting old.

## The Deaf The Dumb

With the ear the tongue
imperfect
square recedes to line
Hand and eye struggle
try to compensate
for parent's chromosome defect
The world a swirl
of arm/hand/finger twirl

The open eye
receives the baffling flood
for an outlet bay
too tight

With data incomplete
the jigsaw puzzler ponders
in the metered prose
of gesture
spells out a muffled wit.

## The Blind

Three times the eclipse
imprinted in me
Once in each retina
once in the brain
The negative sun
wiped out each fovea
but left a corona of light
to seep around the curve
of each eye's
inner surface

The trick in seeing now is not
to look directly at the spot
There's enough sight
left to get around
determine color shape size
I'm helped too by sound

They said I'd
remember the eclipse.

## Alcoholic

A too quiet
or a very noisy day
Two drinks
and I'm on my way

The bar provides companions
as each of the sugars is tapped
glucose jocose
cellulose bellicose
sorbose morose
raffinose lachrymose
saccharose comatose
Sweet alcohol
all wise all seeing
but dry rain
in the desert of being.